6.

TWENTY-FOURTH ANNUAL REPORT

OF THE

Bureau of Statistics and Information of Maryland

1915

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BALTIMORE, MD., APRIL 1, 1916.

To His Excellency,
Emerson C. Harrington,
Governor of Maryland.

SIR:

Agreeable to custom and statutes requiring a report of this Bureau of its work and findings, I have the honor to herewith submit the Twenty-fourth Annual Report of the Maryland Bureau of Statistics and Information for the year of 1915.

Most respectfully,

FRANK A. WHITE,
Chief.

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MARYLAND CHILD LABORERS

General Summary and Introduction.

Maryland has over 155,000 children between the ages of 10 and 16 years. Bread-winning is not regarded as a normal function for children of these ages. In theory, Maryland, like nearly all other States, recognizes the child's right to be fed, clothed, housed and schooled until his physical, mental and moral sinews can bear the burden of bread-winning without distorting strain. Nevertheless, industry—with the consent of society—is infringing upon the rights of approximately 18 out of every 100 children between the ages of 10 and 16 years. The State has not submitted, however, to the complete surrender of the rights of all these children, for it exercises a supervision over the working environment of 10 of each 18, the industrial welfare of the other 8, engaged principally in agriculture, animal husbandry and domestic service, being entrusted to parental feeling, public sentiment and business ethics.

Therefore, as the Bureau proceeds in these pages to account for the stewardship of child-rights entrusted to its care, the reader should not lose sight of the fact that the numbers of children discussed are only about one-half of Maryland's bread-winning boys and girls between the ages of 10 and 16 years.[1]

For three and a half years Maryland has had, barring exceptions, a good child labor law. Save for these exceptions the law is the State's Bill of Rights for the child, fully protecting his claim to exemption from service in the ranks of wage-earners, and his title to schooling up to 14 years of age and through the fifth grade. The law raises into plain view Maryland's ideal of social responsibility for the child, but the exemptions mark with equal clearness the extent to which the State has fallen below its own ideals. For the law does not bar all children under 14 years of age from bread-winning. The State has made exceptions in the interest of can-

[1]The basis for statement of facts will be found in General Summarizing Table No. 1, p. 12.

neries, mercantile establishments, offices, boarding-houses, newspapers, and in the interest of its own amusement. The industrial and commercial enterprises named have the privilege of buying the labor of children of younger years out of school hours, the State giving the counties the option of protecting the child's right to schooling, though surrendering the right to play and recreation. Furthermore, the law has favorites even among these favored enterprises. Canneries, mercantile establishments, offices, boarding-houses, may buy the play and recreation hours of children 12 years and over only; the newspapers may bid without competition for the out-of-school hours of boys of 10 and 11 to sell papers on the street, and for "route service" they may hire boys of even younger years, and may do so, too, quite free from that supervision which the State exercises over the older boys. The stage may also employ children of any age subject to the approval of the Chief of this Bureau.[2]

To repeat, then, Maryland has a 14-year age limit Child Labor Law—except for canneries, mercantile establishments, offices, boarding-houses and amusement clubs which may use the out-of-school hours of children 12 and 13; except in counties where the school-attendance law allows them to use the school hours also; except for newspapers, which are limited to boys 10 years of age and over except for "route service," for which there is no age limit; except for the stage, which may employ a child of any age at the discretion of the Chief of the Bureau of Statistics and Information.

It is only necessary to state the grounds for these exceptions to determine the degree to which they meet the requirements of reasonableness and conform to the doctrine of the child's claim on the State for protection, regardless of the poverty or misfortune of the family.

1. The reason usually put forward first is that the families need the money earned by the children in their out-of-school hours.

2. Wage-earning work in play and recreation hours is "good education for the children."

[2]The exceptions to the 14 years of age limit of the Child Labor Law will be found on pp. 10 et seq. in the Labor Laws of Maryland, compiled by E. W. White for the Maryland Bureau of Information and Statistics. A detailed discussion of the children on the stage will be found in the report of the Chief of the Bureau, page 130.

It is a curious fact that these two reasons are most frequently and persistently pressed by an industry as its excuse for seeking the right to buy without competition this variety of child labor.

3. Another reason assigned for demanding exemptions, though few are frank enough to press the argument with emphasis, is that industry needs the recreation and play hours of the child.

A careful reading of the various sections of this report dealing with the exceptions cannot fail to make clear in a new and impressive manner the soundness of the declaration made in a previous report that the only way to reduce materially the number of bread-winning children in Maryland is to make absolute and applicable to all occupations the minimum limit of 14 years. In other words, the purpose and ideal of the law will be realized only when the State rises in practice to its own standard of responsibility for the child.

As this report goes to press, Maryland is showing an encouraging restiveness under the present emasculating exceptions to its otherwise good child labor law. Amendments now pending thereto will, if passed, withdraw from the market the labor of the children under 14—except for canneries and newspapers—in or out of school hours for any purpose, not excepting the public's own amusement. This bill[1] does not revoke permits of newsboys under 12, but prohibits the further issuance of permits to boys under this age, except for route service from 3.30 to 5 P. M.

The Schooling of Maryland's Working Children.

How does the education of the children who work for wages in or out of school hours compare with the schooling of all children of the same ages?

It is the part of wisdom for the State to exact frequent and accurate answers to this question, for it must pay back with usurious interest what it allows to be subtracted from the child's legitimate capital of training and education, wherewith he must build himself into law-abiding and useful citizenship.

It is most unfortunate that no answer can be given to this question in this report. For while the records of this Bureau

[1]The bill has become law and will go into effect on June 1, 1916. It also limits the working hours of children under 16 to eight a day (between 7 A. M. and 7 P. M.) and to 48 a week. Children under 16 are withdrawn from the stage, theaters and from tobacco factories.

show how many working children of specified ages have passed each[3] grade, it is not possible to get the same information concerning all school children from the records of the Baltimore City schools. The school records show how many children of each age were in each grade at the close of the school year and the total number in a grade that failed to pass, but the records do not show the ages of the children who failed to pass each grade. Inasmuch as the age—that is, whether a child is below or beyond the normal age for the grade—is believed to exert a marked influence on the progress through school, it cannot be safely assumed that the children of various ages in a given grade failed of promotion in equal proportions.

But even if such figures showed no differences in school attainments, the fact remains that the child who has completed the fifth grade, and is still in school, quite aside from the added knowledge acquired in the higher grades, has a distinct advantage over the child who has completed the fifth grade and has gone to work. The child who is still in school is making constant use of the reading, writing, arithmetic and other fundamentals gained in the first five grades. These elements of literacy are being thoroughly absorbed by his continued schooling, but the child who has completed the fifth grade and gone to work, unless engaged in clerical or semi-clerical work, or unless he has the benefit of a continuation school, loses through the early abandonment of school life, much of the education acquired in the first five grades. The bearing of this fact upon the importance of protecting the child's right to education was emphasized in a previous report,[4] but will bear the double emphasis of repetition here: "When we consider that the Government of this country is a democracy, the perfection of which depends on the intelligent social viewpoint of all of its citizens we must realize the necessity of securing to every child that minimum of education which will insure an ability to read and write, that will not vanish as soon as the child leaves school. It has been estimated that unless a child has completed the fifth grade

[3]See table on page 38 showing grades completed by all Maryland children granted permits in 1915. See also Aimée Guggenheimer's report beginning on page 40.

[4]Twenty-second Annual Report, Maryland Bureau of Statistics and Information, p. 9.

he is not likely to retain the ability to read understandingly very long, and, indeed, our own experience has shown us that before the fifth grade requirement was in effect children who secured permits under the old law were practically unable to sign their own names a year or two later when they applied for new permits."

This fading quality of an early arrested education is the compelling argument for a rigid adherence to the 14-year age limit and the fifth-grade requirement of the law governing the issuance of permits to work during school hours. For, to quote again from a previous report, "when we consider that the vast majority of the children who go to work remain in monotonous wage-earning occupations not far above the poverty line for the rest of their lives, we surely must admit that 14 years is young enough to leave school for entrance into the industrial treadmill."

Finally, this vanishing trick of a too much abridged schooling is an equally cogent argument for the maintenance of continuation schools where the seeds of knowledge sown in the minds of wage-earning children during the few years in the public schools may be fostered into a growth of enduring vitality. It is, on the whole, the fact which would lend peculiar significance to the proportion of children 14 and 15 years old who have reached the medium and higher grades and gone to work as compared with the proportion of all children of like age who have reached the same grades but the majority of whom are still in school.

Inasmuch as the law requires that children shall have finished the fifth grade before they can secure general permits, that is, permits to work during school hours, the percentage of working children 14 and 15 years of age completing the fifth grade should be 100, and naturally above the percentage of all children of school age finishing this grade, because the law allows the child to stay at home at 14 years of age without a permit, and before he has finished the fifth grade, though he cannot legally work for wages under such conditions. It will be observed, however, that less than 100 per cent. of the children holding general permits complete the fifth grade. The failure to reach the 100 per cent., in spite of the steady progress towards the law's standard during the

last three years, is discussed and explained at length in the body of this report. It is sufficient to point out in this summary that because of irreducible difficulties and irremovable defects there are still some children who are leaving school to enter permanently into industry before they have received that minimum of education that will not vanish with the school environment.[5]

The Schooling of Maryland's Working Children Under Fourteen Years of Age.

Children under 14 years of age are permitted to work, regardless of the grade completed, whenever they are not compelled by law[6] to go to school. The pertinent question concerning these children is "How does their educational progress compare with the progress of all children of like age?" In other words, does this function of bread-winning during recreation and play hours hinder or hasten their progress through school?

It is a singularly unhappy circumstance that this question, too, must go unanswered for reasons just explained. If the records for promotion of age and grade were available for all school children, the public would be able to tell at a glance what probable effect out-of-school work was having upon the school progress of the children between 10 and 14 years of age. Obviously the answer to this question would weigh heavily in arriving at a decision concerning the wisdom or unwisdom of permitting the many exceptions to the 14-year age limit, through the issuance of permits to work out-of-school hours.

Of course, it should not be overlooked that children whom necessity drives into the business of bread-winning in their play hours are usually subject to adverse influences that emanate from poverty, and that tend to retard school progress. Among such adverse conditions are the home demands upon the children's time, insufficient nourishment, inadequate medical care and defective school equipment. On the other hand, these influences tend to make a child more seri-

[5]The law enacted by 1916 Legislature requires attendance of children in the counties each year: 7 to 13 years, entire school session; 13 and 14 years, 100 days; 15 and 16 years, 100 days, unless elementary course is completed.

[6]The present compulsory school-attendance law is *optional* in all but six of the State's counties. These six counties are exempt from the law. In only nine of the others has the law been made operative. The new law will go into effect on June 1, 1916.

Age 12 years. Been to school "most three weeks"; signs his name with "a mark"; manages by going to the country and out of the State to slip through the meshes of both compulsory school attendance and child labor laws.

ous-minded about his school work, offsetting to some extent the depressing results of his home environments. "Allowance is always made for the children who are working after school," is the statement of a Baltimore educator. Whether the figures would sustain the declaration cannot be said at this time, though figures may be available later.

Nevertheless, there are concrete evidences that, aided by the vacation permits, some parents are robbing their children of all schooling. The accompanying photographs were taken of three capable children who hold vacation permits in strict accordance with the law, though not one can read or write. Each had to "make a mark" for signature.

How does it happen that, with a compulsory school attendance law and a child labor law, children so manifestly capable should be wholly illiterate? It happens thus: A child secures a vacation permit to work in the canneries during the summer. He remains at work there until October, for he is not eligible to the county schools, being a resident of Baltimore; the school attendance officer of Baltimore could not bring the child from the country when he is with his parents, and the law reads that the child is entitled to a vacation permit when he is not compelled by law to go to school. So although the schools open in September, the child stays in the canneries until the close of the season in Maryland. About this time the Southern canning season has opened, and in response to the demand for child labor he goes South in November, remaining until April. Then for a month or six weeks he may be at home in Baltimore, escaping the school attendance law because of his brief sojourn in the city. In June he goes to the berry-picking field, and as that is agricultural labor he needs no permit. In August he applies for his vacation permit, and goes again into Maryland canneries. Thus have the parents drawn these children through the meshes of the law designed to insure to every child at least an ability to read and write.

When issuing a permit to the boy who was photographed alone, the officer asked:

"Did you never go to school?"

"Yes," he answered, "down South."

"Well, didn't you learn to read and write?"

Brother and sister. Neither able to read or write. Ages 15 years and 12 years.

"No, I didn't learn na-thin' Schools ain't no good down there, you know."

"How long did you go to school?"

"Most three weeks."

The officer issued the permit. The law gave her no discretion in the matter.* The situation sharply raises the question: Should the issuance of vacation permits depend upon school progress—the power to withhold such permits being vested in this bureau—upon the advice of the school attendance officer?

The Health of Maryland's Working Children.

More important than the child's right to an education is his claim upon the State for protection against injury to his health, whether in school, at home, at work, or at play. Maryland's Child Labor Law, therefore, takes cognizance of the working conditions surrounding children in industry, and makes exceptions in the interest of children against certain occupations known to be hazardous to health or safety. But the intention of the State is to go even further in its effort to protect the child, for in addition to forbidding his employment at dangerous tasks, the law provides for the maintenance of a medical inspection department in connection with this Bureau. This department is charged with the responsibility of examining every child requesting a permit, and of determining whether such child is physically fit to perform the occupation described in the application. That such examinations are sorely needed is shown by the fact that approximately one-half of the children[6] applying for permits in three counties revealed physical defects of more or less serious character. In a fifth of these cases the defect was such as to sharply limit the work which the child was permitted to do.

Manifestly an intimate knowledge of the work which children in industry are called upon to do, the conditions of labor which may retard or promote development and the elimination of vague or wilfully misleading descriptions of occupations on applications are absolutely necessary if the intent

[6]See Report of Physicians, included in Marie L. Rose's Report on County Work, pp. 174-179.

*Since the above was written the law as amended forbids the issuance of a permit of any description to an illiterate child.

of the law is to be realized. "Errand boy," "floor boy," "helper," are terms lavishly used to cover a multitude of unsuspected occupations ranging from "washing a baby" to tending dangerous machines, adjusting belts or running elevators, all but one of which are forbidden by law, being classed as hazardous occupations.

During 1916 special stress is being laid upon securing the data upon which to base a more effective protection of the child after he has entered industry. From each child seeking a permit for a new job minute descriptions of the work he has been doing under the old permit are secured. These descriptions often reveal careless, and, not infrequently, wilful misrepresentations in the original applications or permits. Furthermore, such descriptions reflect the occupational demands which are made upon children by certain industries conspicuous for the amount of child labor they employ. This subject is discussed at some length elsewhere in this report, but it is pertinent to indicate in the summary which of the industries are employing large numbers of children and which appear with most frequency in the lists of claim and non-claim accidents to children under sixteen[7] reported to the State Industrial Accident Commission. Disregarding street trades from which the Accident Commission get no reports, approximately four-fifths of the children who worked for wages during some part of 1915 were employed in five industries, namely, canneries, mercantile establishments, clothing factories, textile mills and in establishments manufacturing tin, copper and sheet-iron products. These five industries are named in the order of their importance as child-employing enterprises—barring the street trades. The significant facts revealed by the table[8] summarizing the data on non-claim injuries to children under 16 years of age are:

1. Although the clothing trades stand third in the number of children employed, it takes a conspicuous first place in the proportion of non-claim accidents, for while they employ less than a fifth of all the children, they account for nearly 50 per cent. of the minor injuries. These non-claim injuries are not serious enough, even in the most extreme cases, to

[7]An accident is regarded as entitling a victim to claim for damages when it has caused a loss of employment exceeding two weeks.
[8]See General Summarizing Table II, p. 13.

have caused as much as two weeks' lost time. However, there have been eliminated from the number reported all that were not obviously associated with the occupation and such as were so manifestly trivial as to call in question the necessity of making a report thereof to the Industrial Accident Commission. The summarizing Table, page 14, is ample evidence of the need for a careful inquiry into the conditions of labor surrounding children for whose entrance into industry the State has assumed responsibility.

SUMMARIZING TABLE I.

MARYLAND CHILDREN BETWEEN 10TH AND 16TH BIRTHDAYS.

[1]All Children Between 10th and 16th Birthdays.	Breadwinning Children Between 10th and 16th Birthdays.					
	Number.	Per Cent. (Which They Are of All Children of Like Ages).	Children in Agriculture & [2]Domestic Service (Not Protected by Child Labor Law).		Children in Manufacturing, Mechanical & Mercantile Industries (Protected by Child Labor Law)	
			Number.	Per Cent. (Which They Are of All Children at Work).	Number.	Per Cent. (Which They Are of All Children at Work).
[3]155,120	27,267	17.6	12,073	43.9	15,194	56.1

[1]These figures are derived from the Population Census 1910 (Vol. II, Page 838, Table 9) in the following manner: To the totals for the age group 10 to 14 years are added one-third of the totals for the age group 15 to 17 years, or the approximate number of children 15 years old.

[2]The numbers of children in agriculture, animal husbandry and domestic service are based upon figures shown in the Population Census of 1910 (Vol. IV, pp. 468 to 470). As this group of working children have not been affected by any restrictive legislation, the actual number is probably larger at the present time, though the relative number, the number in proportion to the present population, is probably the same. The children at work in the other group of industries have been materially affected by restrictive legislation since 1910. The figures for these are taken, therefore, from the files of this office.

[3]29,180 of these are colored children.

GENERAL SUMMARIZING OF TABLE II.

NON-CLAIM ACCIDENTS (I. E., ACCIDENTS CAUSING LESS THAN TWO WEEKS OF UNEMPLOYMENT) AND CLAIM ACCIDENTS (I. E., CAUSING MORE THAN TWO WEEKS OF UNEMPLOYMENT) TO CHILDREN UNDER 16 YEARS AS REPORTED TO THE STATE INDUSTRIAL ACCIDENT COMMISSION FOR YEAR ENDING NOVEMBER 1, 1915.

INDUSTRY.	Non-Claim Accidents.	Claim Accidents.
Clothing	159	1
Textiles	38	4
Department and Retail Stores	23	1
Sheet Iron, Copper, Tin	23	3
Bottle Stoppers	14	..
Machine Shop and Foundry	10	1
Canneries	7	1
Wooden Boxes	7	3
Confectionery	6	..
Lumber and Furniture	5	..
Brushes and Hair Combing	5	..
Bread and Bakery	5	..
Gas and Electrical Machinery	5	..
Tobacco	4	..
Printing and Publishing	4	1
Drugs and Extracts	4	..
Dies, Glass Bottles	3	1
Paper Boxes	2	1
Buttons and Buckles	2	..
Contractor and Builder	2	..
General Offices	1	..
Restaurant	1	1
Iron and Steel Mill	1	..
Mattresses and Spring Beds	1	..
Brooms	1	..
Musical Instruments	1	..
Leather Findings	1	..
Auto and Garage	1	..
Pork and Beef Packer	1	1
Oil and Grease Manufacturing	1	..
Tannery	1	..
Amusements	..	1
Straw Hats	..	1
Ice Manufacturing	..	1
	339	22

It is the purpose of Maryland's Child Labor Law absolutely to prevent children from performing occupations which carry any appreciable risk of serious injury, yet for the year ending November 1, 1915, the State Industrial Accident Commission has passed upon 22 cases of claim injuries to children under 16 years of age. In some cases these injuries were so serious as to result in amputations. The industries which employ four-fifths of the children report about one-half of the serious accidents. Some of these accidents befell children while performing forbidden occupations, but the fact that a number of injuries were sustained while the boys were working strictly in accordance with the terms of the permit is a final and compelling proof of the need of carefully scrutinizing the working environment of Maryland's bread-winning children and making a discriminating classification of occupations on the basis of the physical demands which they make, in order to insure to the children full protection from the hazards of industry during the State's period of guardianship.

RETROSPECT OF THREE YEARS' WORK UNDER THE PRESENT CHILD LABOR LAW

Inasmuch as this report practically marks the close of an experience of three and one-half years with the present Child Labor Law and the end of an administration period, a limited expenditure of time and space devoted to a retrospect will be warranted.

As intimated in the opening paragraph of the chapter on the Child Labor Law in the 1913 report, effective administration of such a measure develops a sharp cleavage between "discriminating admission of children to the ranks of wage-earners through a careful issuance of first permits;" and the protective supervision of those children after they have entered industry through careful inspection and the issuance of subsequent permits.[1]

As the Bureau's force was increased by only two inspectors at the time of the passage of the new law, the unusual demands involved in putting the measure into effect made it necessary to stress during the last three years the careful admission of children into industry somewhat at the expense of the work of adequately protecting them through extensive and intensive inspection of all industries employing child labor. The resources and organization of the Bureau were not equal to the demands of both branches of the work. Obviously the duty of keeping out of the ranks of wage-earners such children as were below the standards of the law had a first claim upon the Bureau's attention. Furthermore, to have curtailed the time and resources devoted to this part of the Bureau's work would have meant an increase in the number of children to be protected in industry and would have been, in consequence, an unintelligent compromise of the difficulties presented by the situation. Such a compromise, too, would have meant an injustice to many children who would have been deprived of the schooling and protection due them by relaxing the vigilance exercised in the issuance of permits.

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[1]The law requires the issuance of a new permit whenever the child seeks a new position.

As it was necessary for all children who were in industry before the new law went into effect as well as for those who entered after December 1, 1912, to secure permits on the basis of the new qualifications, the mere clerical work involved made enormous inroads upon the Bureau's resources, as there were nearly 17,000 applicants for permits[2] of one sort or another during the year 1913. This requirement of the law necessitated a careful checking over of employers' lists of children and of the records of permits on file in this office to discover the boys and girls who must be given new permits under the present law, those who could be returned to school and those whose immediately approaching fourteenth birthday rendered a temporary permit the most reasonable adjustment during the transition from the regime of the old law to the regime of the new. With no increase in the office force, it was manifestly impossible to pass upon the thousands of applications in a day, a week or a month.

While the mere clerical work involved in putting the law into effect made large demands upon the time and energies of the office force, the heaviest expenditure was required to make clear to parents, children and employers the meaning and purpose of the law. The administration of a child labor law presents none of the factors of an abstract problem. On the contrary, it hourly presents to the administrators concrete and frequently painful questions which call for definite decisions. "Although it is known"—as stated in a previous report—"that premature employment and long hours consume vitality that should make for growth * * * it is nevertheless difficult to withhold permission to work from a child who is not fully qualified, according to the requirement of the law, when his meager earnings are the chief or sole means of self or family support." The task of explaining to the parent, the child, and even the employer, "that poverty, however acute, is not a valid reason for exempting the child from the protection of the law," caused an exceptional expenditure of nervous energy in the first year under the new law. Over and over again it was necessary to argue with many well-meaning people that "it is not a crime to be fatherless, that it is not a crime to have

[2]For a full account of the work involved in putting the new law into effect see the Bureau's Twenty-first Annual Report, 1912, pp. 11-13; also Twenty-second Annual Report, 1913, pp. 10-11.

illness in the family, and that, therefore, the protection of the law which has been deemed not only humane to the children themselves, but essential to the welfare of society," should not be denied to the girls and boys of families overcome by such misfortunes.

Convincing and depressing evidence of the need of further education lies in the number of violations found in the course of inspection.

Finally, the influences which retard the work of reconciling the parent, child and the employer to the standards raised by the present law are unceasingly active. The statement made concerning these influences in a previous report will bear repeating here with emphasis. "Unprotected by civil service or any other system that insures not only tenure of office, but moral support in the discharge of duties, the administration of the law is constantly exposed to quiet but positive political pressure, often quite indirect. * * * The public attitude toward the law is largely passive, and such active interest as exists takes the form either of seeking jobs or of securing exemption both in the issuance of employment certificates and in the administration of other provisions of the law. The ordinary citizen does not so much expect his representative or any other public official to discharge specific duties, as he expects to secure through him favors and exemptions; the denial of these, whether direct or through another official whose aid has been enlisted, results, and more often threatens to result, in attacks on those sections of the law which afford the child legal protection. * * * A superficial consideration of the obstacles in the way of protecting children in industry leads generally 'to the greed and ignorance of employers and parents.' These, however, are insignificant compared with interference of politically-minded persons who seek on every hand to nullify the intent of the law."

These are the influences that rendered singularly difficult the Bureau's first year's work, and these are the influences which are still in active hostility against the effort to ingrain upon the public mind the interest and ideal of Maryland's Child Labor Law.

They are the influences which the reader must bear in mind if he would form a correct judgment of the labor represented by the following table showing the thousands of children who worked for wages at some time during the last three years and were accorded some measure of protection by this Bureau.

NUMBER OF CHILDREN IN THE STATE WHO HAVE BEEN LICENSED TO WORK SINCE DECEMBER 1, 1912; THE NUMBER WHOSE PERMITS OF PREVIOUS YEARS REMAINED VALID, AND THE TOTAL NUMBER OF CHILDREN WHO WERE UNDER CONTROL OF THE BUREAU DURING EACH YEAR.

Year.	Children Licensed to Work:					Children Whose Permits of Previous Years Remained Valid.	Children Transferred from One Kind of Permit to Another, Causing Duplication in Numbers.	Number of Children Controlled by Bureau During Each Year.
	General. (Original.)	Vacation. (Original.)	Street Trades.	Stage.	All Classes.			
1912....	229	....	....	2	231	....	....	....
1913....	4,714	4,769	1,537	73	11,093	231	410	10,914
1914....	4,552	4,702	2,249	29	11,532	5,705	1,090	16,147
1915....	3,545	4,261	2,346	53	10,205	5,890	901	15,194

The very keystone in the arch of such a law rests upon the proof of age. This the Maryland law recognizes through very specific requirements, but a wage-earning and employing public, grown accustomed to offer affidavits for proof, took very slowly and not always kindly to the ruling that affidavits are at best but evidences of good faith, and are not to be accepted as adequate proof of age. The most difficult and most important work which this Bureau did during the first months of the administration of the law consisted in securing competent proof of age, in spite of the diffi-

culties presented by foreign-born applicants for permits, by the system of charging fees for transcripts of City Hall records which existed until the spring of 1913; by the passive attitude of the public, the puzzled reluctance of parents, the impatient opposition of employers, and by the active and insidious political influence which manifested itself at every turn.

The only way to insure to the child the law's full mead of schooling and freedom from economic pressure until the legal age is by exacting adequate proof that the child is actually as old as it is represented to be. This statement is not based upon theoretical deductions or cynical abstractions concerning human nature, but upon actual and depressingly frequent instances of misrepresented ages. Naturally the temptation to misrepresent the age of a child is strong when the parent is hostile to the law and believes there are no records whereby to check his[1] sworn statements. How strong this temptation is can be surmised from the numerous attempts of parents to falsify the records themselves. A few of these exhibits have been taken at random and for obvious reasons the names have been effaced from the reproductions, but they will serve to make clear to the reader the actuality of this sort of effort to defeat the purpose of the law and the need of exacting adequate proofs of ages if the State's children are to receive the protection intended by the law.

The "exhibits" are submitted in pairs, one showing the altered birth record and the other the correct record secured by the Bureau direct from the church registry, attending physician or health department. Plate I-a, for example, is a reproduction of the original baptismal certificate whereon the date of birth has been rendered more or less obscure by the attempt at alteration. The parent presented the certificate, explaining that the year of birth was "1903," and the date on the certificate, though obscure, appears so to be. An appeal to the priest, however, brought a copy of the baptismal record, which is reproduced in Plate I-b, and which shows the year of birth to be 1905.

---

[1]For instances of false swearing see reports by Aimée Guggenheimer and Marie L. Rose.

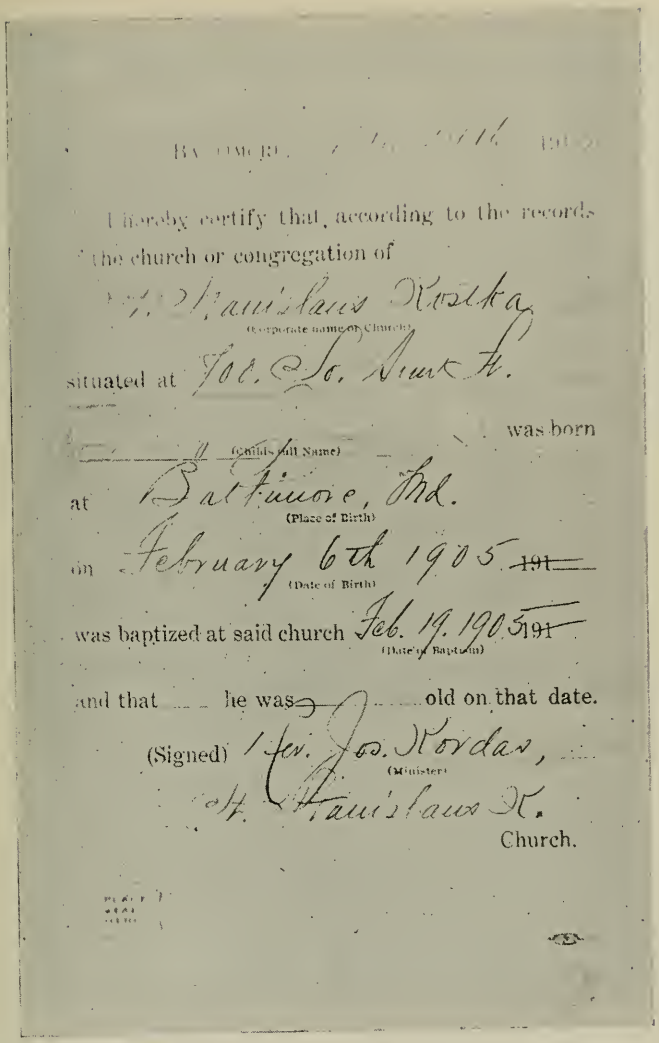
Plate I-a.—Showing alterations of date of birth on original baptismal certificate.

Plates II-a and II-b show another altered and another correct copy of a baptismal registry. The certificate brought by parents showed so plainly the effects of altered dates that the issuing official appealed directly to the priest in charge of the church, getting the reply reproduced in Plate II-b, and showing the girl to be a year younger than represented by the parent.

Plates III-a and III-b show an attempt at misrepresentation of a child's age through the alteration of the date of birth given (Plate III-a) by the attending physician. A letter sent direct from the office to the physician brought the reply reproduced in Plate III-b. The girl was born in November, 1903, though the parent had attempted to pass her off as one year older.

Of similar character are the other four exhibits, selected at random, though there is a wide range in the crudeness of the attempts to falsify the records.

That the battle is still on and unabated is shown by the rise and fall and second rise in the per cent. of children whose



I hereby certify that, according to the records of the church or congregation of

St. Stanislaus Koska
(Corporate name of Church)

situated at Jos. & Jo. Streets

was born
(Child's Full Name)

at Baltimore, Md.
(Place of Birth)

on February 6th 1905 ~~191~~
(Date of Birth)

was baptized at said church Feb. 19. 1905 ~~191~~
(Date of Baptism)

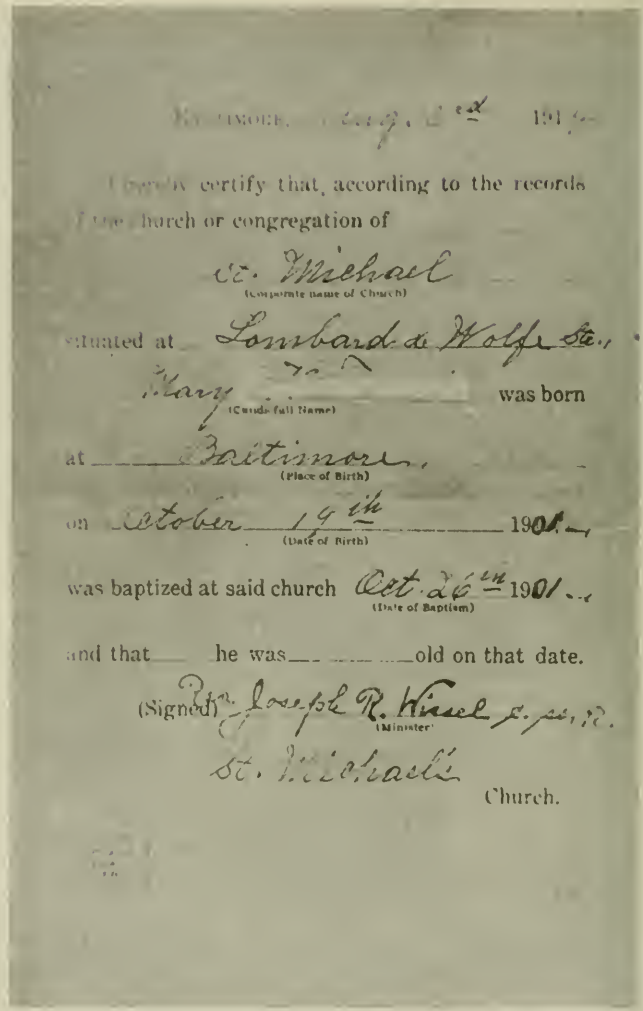
and that he was ~~—~~ old on that date.

(Signed) Rev. Jos. Kordas,
(Minister)

St. Stanislaus K.
Church.

Plate I-b.—Showing correct copy of baptismal record, with correct date of birth.

ages were established by documentary evidence during the three years ending December 31, 1915. Here again the influx of the 10 and 11-year-old newsboys in 1914, so many of them



BALTIMORE, Md., Aug. 2nd 1914

I hereby certify that, according to the records of the church or congregation of

St. Michael
(Corporate name of Church)

situated at Lombard & Wolfe Sts.,

Mary
(Candidate full Name) was born

at Baltimore,
(Place of Birth)

on October 14th 1901
(Date of Birth)

was baptized at said church Oct. 26th 1901
(Date of Baptism)

and that he was old on that date.

(Signed) Pr. Joseph R. Wissel S.J.
(Minister)

St. Michael's Church.

Plate II-a.—Showing date of birth on priest's certification of baptismal record as altered by parent.

colored or foreign, has told upon the figures showing proofs of age.

This struggle of the last three years—and an indication of the work ahead—is best shown by the following summary,

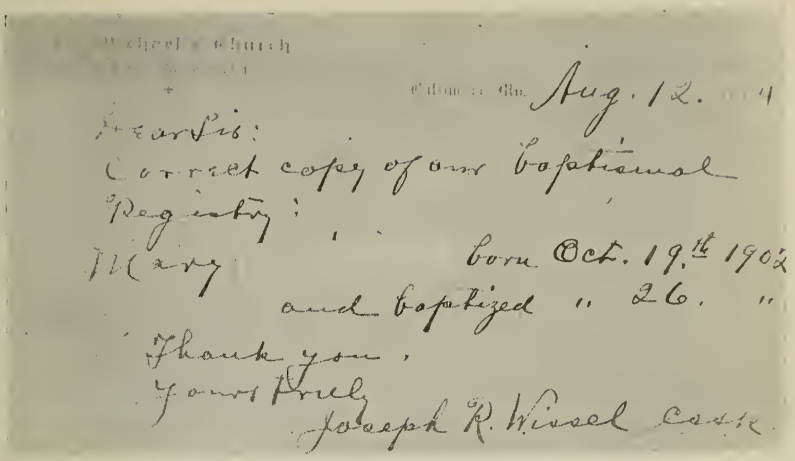

Aug. 12.
Dear Sir:
Correct copy of our baptismal
Registry:
Mary born Oct. 19th 1902
and baptized " 26. "
Thank you,
Yours truly
Joseph R. Wissel

Plate II-b.—Showing priest's reply to Bureau's inquiry concerning the correct date of the girl named in the certificate exhibited as Plate II-a.

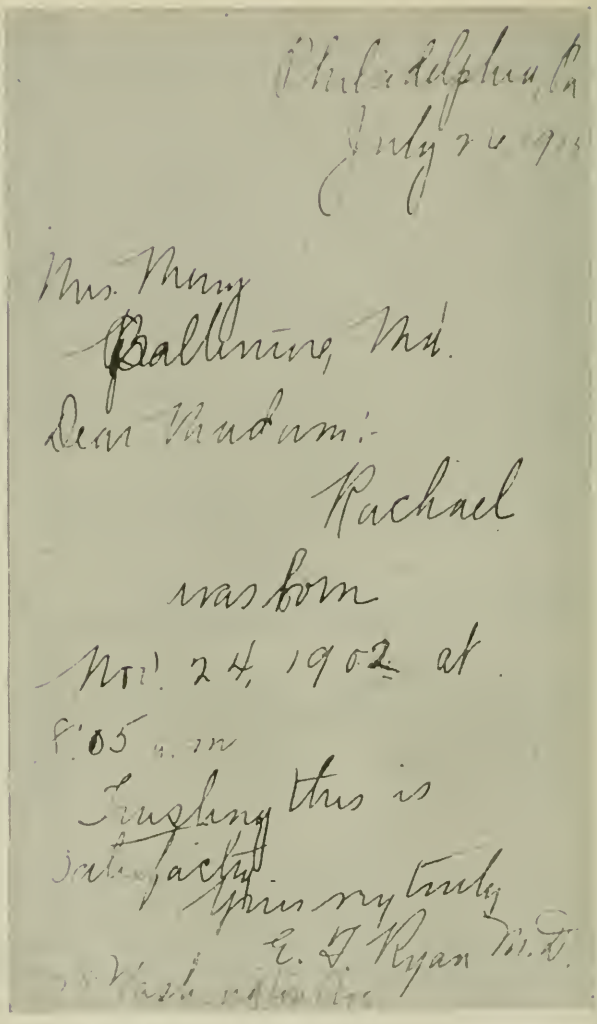
reviewing the last three years' work to keep children out of industry until they are actually of legal age.

PER CENT. OF APPLICANTS FOR FIRST PERMITS WHO PRESENTED DOCUMENTARY PROOFS OF AGE IN 1913, 1914 AND 1915.

Year	Per cents.
1913	90.7
1914	83.0
1915	85.6

The Three Years of Work on School Requirements.

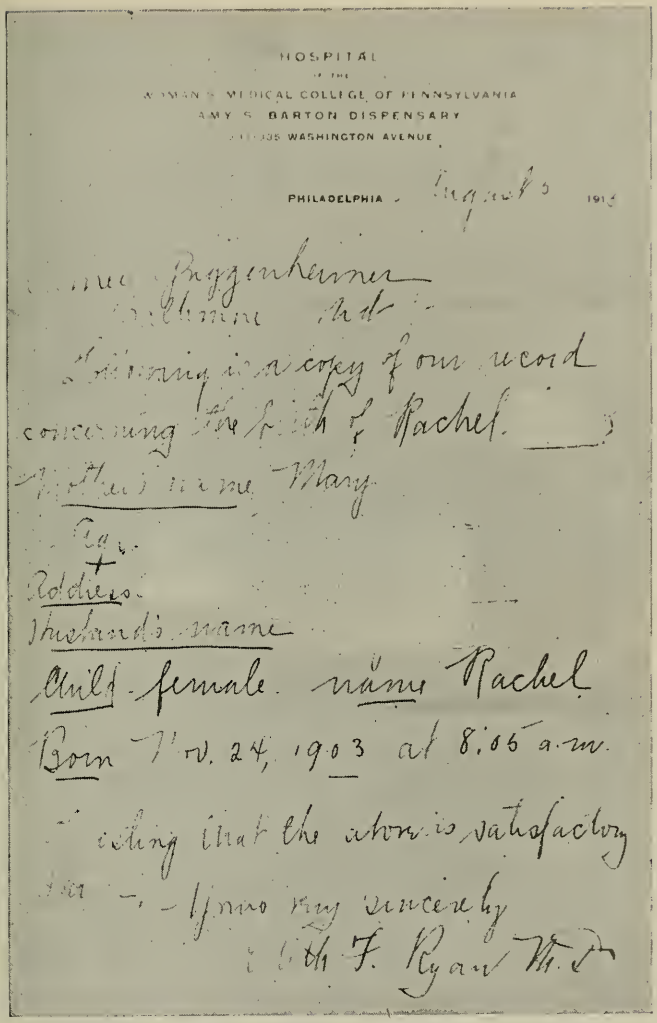
The phase of the law which requires that before even a 14-year-old child can secure a general employment certificate, that is, a certificate which will permit him to work during school hours, he must have finished the fifth grade in the public schools or its equivalent in other schools; "and must be familiar with the fundamental operations of arithmetic up to and including fractions," threw upon the permit-issuing officials responsibilities of a quasi-judicial nature. Such officials must submit reasonable tests and judge of the applicant's qualifications by the manner in which the tests are met. As the educational standard raised by the present law


Philadelphia Pa
July 20 1903

Mrs. Mary
Ballinger, Md.
Dear Madam:-
Rachael
was born
Nov. 24, 1902 at
8:05 a.m.
Trusting this is
satisfactory
I am very truly
E. F. Ryan M.D.
[illegible]

Plate III-a.—Showing year of birth as given by the attending physician apparently changed before the letter was submitted to Bureau as proof of age.

is markedly above the standard of the old law, the necessity of reconciling thereto the parents, children, employers and ubiquitous political exemption seekers exacted an expenditure of energy and an exercise of firmness equal to that ex-


HOSPITAL
OF THE
WOMAN'S MEDICAL COLLEGE OF PENNSYLVANIA
AMY S. BARTON DISPENSARY
1935 WASHINGTON AVENUE

PHILADELPHIA August 5 1913

Mrs. Guggenheimer
Baltimore Md.

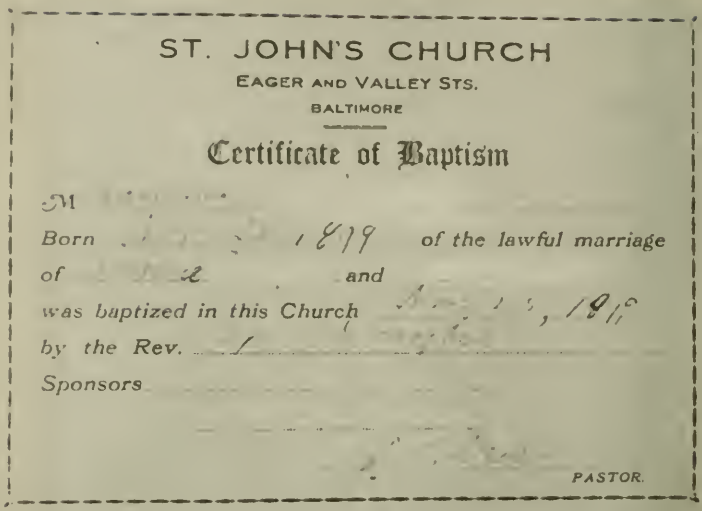
Following is a copy of our record concerning the birth of Rachel.

Mother's name Mary
Age
Address
Husband's name
Child female name Rachel
Born Nov. 24, 1903 at 8:05 a.m.

Hoping that the above is satisfactory
I am — Yours very sincerely
Edith F. Ryan M.D.

Plate III-b.—Showing physician's reply to Bureau's inquiry concerning correct date of Rachael's birth.

pended in securing adequate proofs of age. The result of the Bureau's rigid insistence that Maryland's children should have the degree of schooling to which the letter and spirit of the law entitle them is shown by the fact that while in 1913



ST. JOHN'S CHURCH

EAGER AND VALLEY STS.

BALTIMORE

Certificate of Baptism

M

Born 1899 of the lawful marriage

of and

was baptized in this Church , 1915

by the Rev.

Sponsors

PASTOR.

Plate IV-a.—Showing year of birth plainly altered. Baptismal certificate submitted to Bureau as proof of age.

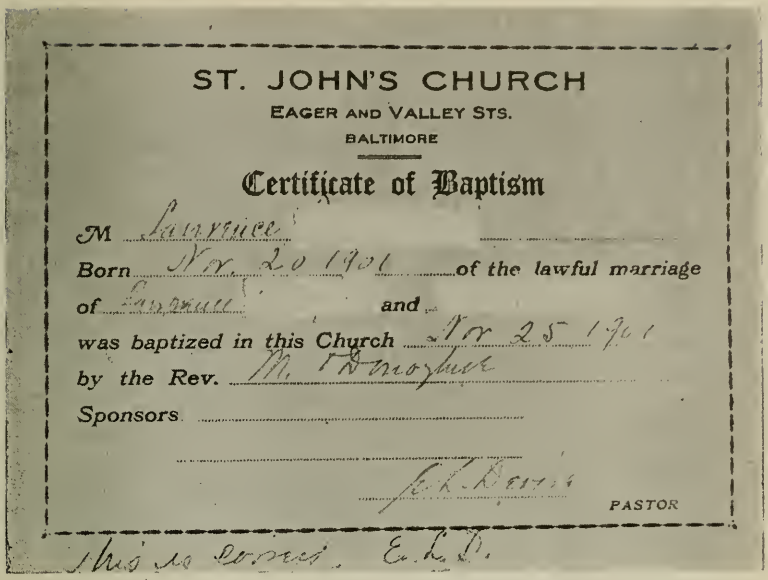
only 72 per cent.[1] of the children securing general permits had completed the fifth grade, 89.5 per cent. had passed this grade in 1914, and 92.8 per cent. in 1915.

Although the law does not require completion of the fifth grade before a vacation or other out-of-school permit can be issued, the influence of the higher educational standard is shown in the fact that whereas less than 37 per cent. of the children holding such permits in 1913 had completed the fifth grade, nearly 55 per cent.[2] had reached this standard in 1914, and almost the same per cent. had passed the fifth grade in 1915.

The fact that over half of the boys holding street trade permits in 1913 had completed the fifth grade, while only 35 per cent. reached this standard in the following year, is due to the exemption of the 10 and 11-year-old boy from the protection

[1]Table 5, Twenty-third Annual Report, 1914, p. 15. Compare with Table 3 in Twenty-second Annual Report, 1913, p. 19.

[2]Table 5, Twenty-third Annual Report, 1914, p. 15. Compare with figures in table on p. 63, Twenty-second Annual Report, 1913.



ST. JOHN'S CHURCH

EAGER AND VALLEY STS.

BALTIMORE

Certificate of Baptism

M Lawrence

Born Nov. 20 1901 of the lawful marriage

of Farrell and

was baptized in this Church Nov 25 1901

by the Rev. M. T. Donoghue

Sponsors

E. L. Davis

PASTOR

This is Correct. E. L. D.

Plate IV-b.—Showing date of birth on copy of baptismal record sent direct to Bureau by pastor of the church.

of the law, this exemption having been made in the interest of the newspapers in 1914. The admission of these infant street traders who, of course, are not as far advanced in school as the 12 and 13-year-old boys, has so swelled the number reported below the fifth grade as to obscure the real improvement in the degree of education attained by all street traders subject to permit control. To make clear to the reader the material progress which has resulted from the higher educational standards of the present Child Labor Law the proportion of children holding permits in 1913, 1914 and 1915 who had completed the fifth grade is shown in the table on the next page.

PER CENT. OF BALTIMORE CITY CHILDREN SECURING SPECIFIED VARIETY OF PERMITS WHO HAD COMPLETED THE FIFTH OR HIGHER GRADES IN 1913, 1914 AND 1915.

	*Per Cent. Completing 5th Grade and Securing:			
Year	General (Original) Permits	Vacation Permits	Street Trade Permits	Stage Permits
1913	72.0	36.7	50.5	12.9
1914	89.5	54.6	†35.0	24.3
1915	92.8	52.1	39.4	42.6

*Per cents are based on total number of children securing each variety of permit.

†In 1914 the age limit for newsboys was lowered from 12 years to 10 years in the interest of the newspapers. The influx of these younger children accounts for the marked falling off in the proportion of street-trade children who had passed the fifth grade.

Plate V-a.—Showing plainly altered date on original baptismal certificate.

BALTIMORE, [illegible] 191

I hereby certify that, according to the record of the church or congregation of

St. Stanislaus Kostka
(Corporate Name of Church)

situated at 100 S. Ann St.

[illegible] was born
(Child's full Name)

at Baltimore, Md.
(Place of Birth)

on July 4th 1903 ~~191~~
(Date of Birth)

was baptized at said church July 12. 1903 ~~191~~
(Date of Baptism)

and that he was [illegible] old on that date.

(Signed) Rev. Jos. Kordas,
(Minister)

St. Stanislaus K.
Church.

Plate V-b.--Showing correct copy of baptismal record sent direct to Bureau by priest.

Plate VI-a.—Showing plainly altered year of birth on original baptismal certificate.

FORCES PROPELLING CHILDREN INTO INDUSTRY.

Finally, why do children go to work? Is it because the fathers, chief breadwinners, are dead, have deserted, or because they cannot command supporting wages? Are the parents just greedy or blind to the rights of the children? Are any number of the more than fifteen thousand children who held permits in 1915 working for wages because they are tired of school, can't learn, or merely because they want to go to work?

Assuming that the act creating a "Bureau of Information and Statistics" expressed Maryland's wish for pertinent and illuminating facts concerning matters upon which the State is recurrently called upon to legislate, the Bureau officials made strenuous efforts to furnish answers to these important questions. As all children in industry previous to December 1, 1912, had to secure permits under the new law, it was possible during 1913 to include all the families of wage-earning children in the canvass for answers to the queries. This

BALTIMORE, Aug 6 1914

I hereby certify that, according to the records of the church or congregation of

St. Stanislaus R. C. Church
(Corporate name of Church)

situated at S. Aisiel

John
(Childs full Name) was born

at Baltimore
(Place of Birth)

on June 15th 1902
(Date of Birth)

was baptized at said church June 18 1902
(Date of Baptism)

and that he was old on that date.

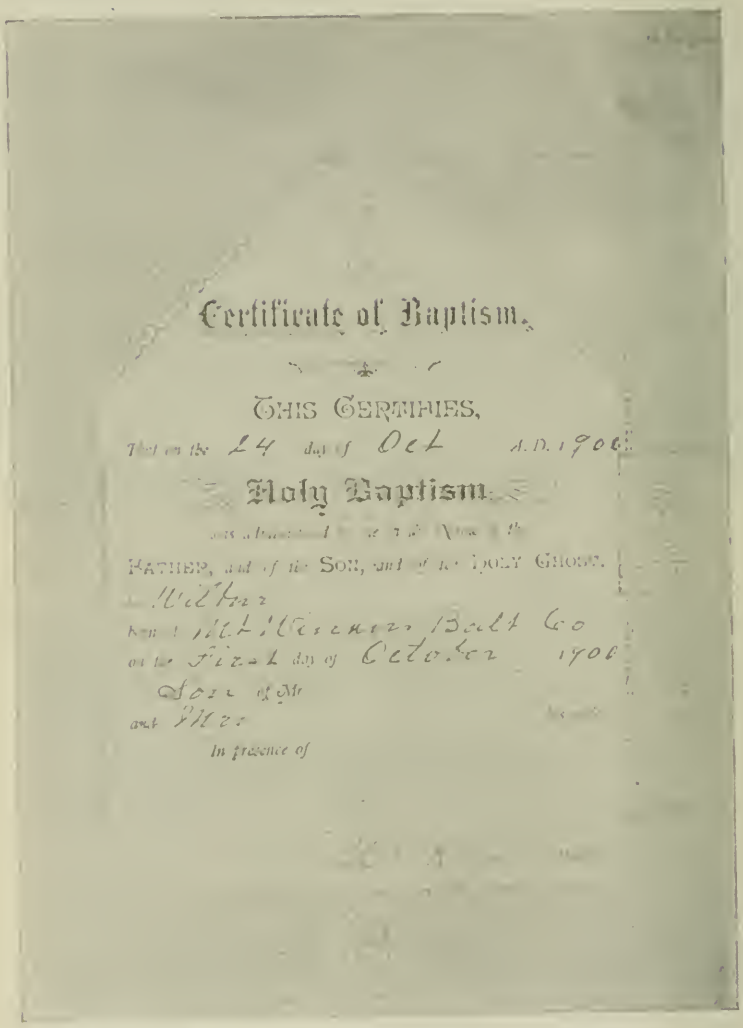
(Signed) Rev. Bernard Pyzenowski
(Minister) Md.

St. Stanislaus Church
Church.

PLACE SEAL HERE

Plate VI-b.—Showing correct copy of baptismal record sent direct to Bureau.

[1]For gross misrepresentation of age under oath see report by Marie L. Rose, pp. 149-179.



Certificate of Baptism.

THIS CERTIFIES,

That on the 24 day of Oct A.D. 1900

Holy Baptism

FATHER, and of the SON, and of the HOLY GHOST.

Walter

born Whitemen Belt Co

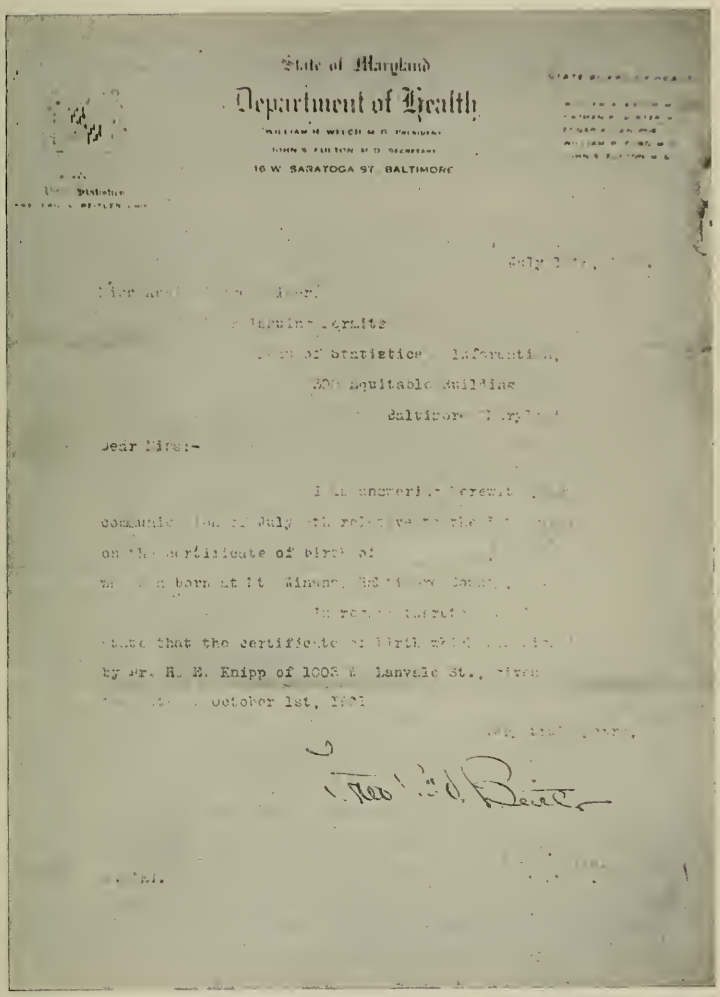
on the First day of October 1900

Son of Mr

and Mrs

In presence of

Plate VII-a.—Showing year of birth rather skillfully altered on baptismal certificate presented as proof of age.



State of Maryland

Department of Health

WILLIAM H. WELCH M.D. PRESIDENT

JOHN S. FULTON M.D. SECRETARY

16 W. SARATOGA ST. BALTIMORE

Dear Sirs:-

Plate VII-b.—Showing letter from the State Health Department giving correct date of birth.

opportunity, of course, did not present itself again, as only the children getting new permits came into the Bureau in subsequent years.

The results of the painstaking inquiry prosecuted during 1913 were set forth in detail in the report of that year. In brief they showed that:

1. Approximately [1]seventy per cent. of the children went to work because their wages were needed for self or family support.

2. One-fifth of the children who had left school altogether to go to work were sons and daughters of widowed, separated, divorced or deserted mothers. This information gathers new importance in view of the public's interest in mother's pension legislation.

3. The earnings of the fathers living with their families fell 30% below the weekly family expenses.

4. The prospective earnings of the children applying for permits would have increased the family budget as reported by less than [2]25%. This fact has a double bearing. First, it reveals the degree of exaggeration in the claim that "most of the children who go to work are the sole or chief family support." Second, it puts squarely up to the State the justice and wisdom of permitting a part or whole of the deficit to be made up at the cost of the health, schooling and normal development of the Commonwealth's future citizens.

Elsewhere in this report will be found information concerning conditions under which children went to work during the year ending December 31, 1915. The figures have a cumulative effect when compared with the showing made by the 1913 survey. Together they reveal in no uncertain way what influences are drawing Maryland's children from the normal environment of the child into the work-a-day grind of industry. They are searchlights on the dark places into which the Legislature is asked to go with remedial legislation, and they

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[1]Incidentally, it is of interest that the proportion of newsboys' families who sent their boys on the street to sell papers because of economic pressure was practically the same. See table on page 15, Twenty-second Annual Report. Reference to Lettie Johnston's report, pp. 101-129 in this volume, will reveal the fact that only about 60 per cent. of the newsboys went to work during 1915 for economic reasons.

[2]The newsboys' earnings, made chiefly outside of school hours, increased the family budget as reported by less than 9 per cent.

reveal the area to which the proposed remedies would apply, and their probable effects.

The conspicuous, though not unexpected, fact developed by the survey of 1913, as well as by the later inquiries, is that nearly three-fourths of the children were in industry because of economic pressure. Naturally this proportion rises and falls with the undulations of general prosperity. Furthermore, the influence of business conditions tells upon the actual number of children in industry. The depression of 1914 is reflected to some extent in the number of children who were licensed to work during that year, as shown by the table, page 18.

The children, whose little earnings were not needed, but who preferred to work rather than go to school, and whose preferences were so strong or whose parents were so weak that childish counsels prevailed—these children, grown to manhood and womanhood, will repay in impoverished citizenship for the sort of care they have received at the hands of the State. They constitute a large enough number to warrant a sharp question: To what extent is the State contributing to the needless educational delinquency of these children through defective school facilities or faulty educational systems?

To conclude: This Bureau has done its work for the last four years with conscious and constant reference to the fact that the presence of large numbers of wage-earning children in industry, unlike the growing army of wage-earning women, does not reflect a normal industrial evolution; that, on the contrary, the presence of these children is a marked symptom of a social defect—a hunch on the back of society—which calls for encasing, bracing, corrective pressure until the healing, strengthening and stimulating influence of an awakened and chastened social sympathy shall have effaced the deformity.

THE BUREAU'S STEWARDSHIP DURING THE YEAR 1914

The preceding sections of this report have dealt with all the children in Maryland industries, whether on permits of 1915 or of previous years, and with the principle underlying the work of the Bureau during the last four-year administrative period. The succeeding chapters are concerned with

NUMBER OF CHILDREN LICENSED DURING 1915 IN THE COUNTIES AND IN BALTIMORE CITY.

(Exclusive of 53 Stage Children.)

County.	Gen'l.	Vac.	Street trades.	Total.
Allegany	112	135	98	345
Anne Arundel	(a)	(a)	...	...
Baltimore	(b) 14	(b) 4	...	18
Calvert	...	...	...	...
Caroline	1	511	...	512
Carroll	...	130	...	130
Cecil	16	3	...	19
Charles	...	...	...	...
Dorchester	29	430	...	459
Frederick	18	138	...	156
Garrett	...	...	...	...
Harford	4	173	...	177
Howard	19	26	...	45
Kent	...	63	...	63
Montgomery	...	...	...	...
Prince George	...	...	...	...
Queen Anne	...	28	...	28
St. Mary's	...	37	...	37
Somerset	16	251	...	267
Talbot	...	296	...	296
Washington	53	26	...	79
Wicomico	9	338	...	347
Worcester	2	84	...	86
Baltimore City	3,252	1,588	2,248	7,088
Grand total	3,545	4,261	2,346	10,152

(a) 29 general permits and 47 vacation permits were issued from the office in Baltimore city to children for work in Anne Arundel county. Numbers included in totals for Baltimore city.

(b) In addition, 327 general permits and 150 vacation permits were issued from the office in Baltimore city to children for work in Baltimore county. Numbers are included in totals for Baltimore city.

NUMBER AND PER CENT. OF MARYLAND CHILDREN SECURING PERMITS IN 1915 WHO PRESENTED DOCUMENTARY PROOF OF AGE (EXCLUSIVE OF STAGE CHILDREN, WHO ARE NOT REQUIRED TO SUBMIT PROOFS OF AGE).

KIND OF PROOF.	GENERAL.				VACATION.				NEWSBOY.			
	Balto. City	Western Md.	Other Counties	Total	Balto. City	Western Md.	Other Counties	Total	Balto. City	Cumberland	Total	Grand Total
Official Public Birth Records:												
Baltimore City	381	.....	.....	381	101	2	.....	103	292	1	293	.....
Maryland State Record	49	20	4	73	21	32	142	195	21	16	37	.....
Other States	20	.....	.....	20	11	.....	.....	11	27	.....	27	.....
Foreign	37	.....	.....	37	30	.....	.....	30	51	.....	51	.....
Religious Records:												
Baptismal certificates	1,989	64	6	2,059	1,032	136	230	1,398	941	52	993	.....
Bar Mitzwah	42	.....	.....	42	13	.....	.....	13	10	1	11	.....
Cradle roll	10	.....	.....	10	4	.....	.....	4	8	.....	8	.....
Confirmation certificates	5	.....	.....	5	.....	.....	.....	.....	27	.....	27	.....
Other Documentary Proof:												
Dr. or midwife's cert.	112	30	1	143	31	36	.....	67	82	5	87	.....
Passport	30	1	.....	31	34	.....	.....	34	64	1	65	.....
Immigration service	19	.....	.....	19	5	.....	.....	5	32	.....	32	.....
Naturalization paper	18	.....	.....	18	9	.....	.....	9	29	.....	29	.....
Bible & other fam'y rec.	163	37	64	264	60	65	1,635	1,760	116	8	124	.....
Miscellaneous	29	7	18	54	12	4	86	102	17	1	18	.....
Children presenting:												
Documentary evidence — Number	2,904	159	93	3,156	1,363	278	2,093	3,734	1,717	86	1,803	8,693
Documentary evidence — Per Cent.	89.3	86.9	84.5	89.0	85.8	93.6	88.2	87.6	76.3	87.7	76.8	85.6
Affidavits — Number	348	24	17	389	225	21	265	511	531	12	543	1,459
Affidavits — Per Cent.	10.7	13.1	15.5	11.	14.2	6.4	11.2	12.	23.7	12.3	23.2	14.4
Unknown	.....	.....	.....	.....	.....	.....	16	16	.....	.....	.....	.....
Grand Total	3,252	183	110	3,545	1,588	299	2,374	4,261	2,248	98	2,346	10,152

the work of the year ending December 31, 1915, and furnish the basis of this, the Twenty-fourth Annual Report of the Maryland Bureau of Information and Statistics.

The demands of the work involved in issuing permits dictate a division of labor somewhat on the lines of demarcation between the various kinds of permits in the city. The work of inspection in Baltimore is a field by itself. In the counties the sharp limitation of the Bureau's resources makes it necessary to combine the work of issuing permits and inspection, the two representatives of the Bureau covering the entire field outside of Baltimore.

In the chapters which follow each officer discusses chiefly the children coming under his or her jurisdiction during the year 1915. They furnish sharp and impressive pictures of the children on their way to work. In order that the reader may keep clearly in mind how important each group is, the accompanying tables are presented, showing just how many permits of all kinds were issued to children tn the entire State during 1915; how many were white; how many were black; how many boys and how many girls, and where the boys and girls, white and black, were in school when the permits were issued.

GRADE COMPLETED BY MARYLAND CHILDREN WHO RECEIVED ORIGINAL (GENERAL AND VACATION) PERMITS AND OTHER EMPLOYMENT CERTIFICATES DURING 1915 (EXCLUSIVE OF 53 CHILDREN APPEARING ON THE STAGE.

Grade.	General.				Vacation.				Street Trades.		
	Baltimore.	Western Maryland.	Other Counties.	Total.	Baltimore.	Western Maryland.	Other Counties.	Total.	Baltimore.	Cumberland.	Total.
1st	2	1	..	3	25	2	....	27	69	6	75
2nd	5	2	..	7	61	9	....	70	241	11	252
3rd	27	9	..	36	249	24	....	273	482	14	496
4th	201	11	4	216	427	61	....	488	574	27	601
5th	1,025	64	49	1,138	308	69	....	377	451	23	474
6th	972	43	23	1,038	246	55	....	301	239	11	250
7th	557	32	20	609	138	44	....	182	120	5	125
8th	375	12	10	397	67	15	....	82	24	1	25
Higher than 8th	82	..	4	86	53	15	....	68	39	..	39
Ungraded	....	..	..	....	2	..	....	2	2	..	2
Unknown	6	9	..	15	12	5	2,374	2,391	7		7
Grand total	3,252	183	110	3,545	1,588	299	2,374	4,261	2,248	98	2,346

ORIGINAL (GENERAL AND VACATION) PERMITS AND OTHER EMPLOYMENT CERTIFICATES ISSUED TO MARYLAND CHILDREN IN 1915, GROUPED ACCORDING TO AGE, SEX AND COLOR (EXCLUSIVE OF 70 PERMITS ISSUED TO 53 STAGE CHILDREN).

COLOR—SEX—AGE.	GENERAL.				VACATION.				STREET TRADES.			
	Balto. City	*Western Md.	Other Counties	Total	Balto. City	*Western Md.	Other Counties	Total	Balto. City	Cumberland	Total	Grand Total
White—Male—10 years	.....	.....	.....	.....	.....	.....	.....	.....	274	22	296	296
11 years	.....	.....	.....	.....	.....	.....	.....	.....	362	14	376	376
12 years	.....	.....	.....	.....	294	51	122	467	419	29	448	915
13 years	.....	.....	.....	.....	230	67	147	444	438	19	457	901
14 years	1,359	66	29	1,454	322	79	231	632	336	9	345	2,431
15 years	543	74	24	641	100	44	135	279	135	5	140	1,060
Total Male White	1,902	140	53	2,095	946	241	635	1,822	1,964	98	2,062	5,979
Female—12 years	.....	.....	.....	.....	239	5	119	363	.....	.....	.....	363
13 years	.....	.....	.....	.....	133	10	131	274	.....	.....	.....	274
14 years	984	19	26	1,029	181	33	225	439	.....	.....	.....	1,468
15 years	297	22	21	340	54	8	146	208	.....	.....	.....	548
Total Female White	1,281	41	47	1,369	607	56	621	1,284	.....	.....	.....	2,653
Total White	3,183	181	100	3,464	1,553	297	1,256	3,106	1,964	.....	.....	8,632
Colored—Male—10 years	.....	.....	.....	.....	.....	.....	.....	.....	32	.....	32	32
11 years	.....	.....	.....	.....	.....	.....	.....	.....	42	.....	42	42
12 years	.....	.....	.....	.....	8	.....	116	124	61	.....	61	185
13 years	.....	.....	.....	.....	12	1	124	137	64	.....	64	201
14 years	34	1	2	37	8	.....	131	139	54	.....	54	230
15 years	31	1	4	36	4	.....	81	85	31	.....	31	152
Total Male Colored	65	2	6	73	32	1	452	485	284	.....	284	842
Female—12 years	.....	.....	.....	.....	.....	1	159	160	.....	.....	.....	160
13 years	.....	.....	.....	.....	3	.....	203	206	.....	.....	.....	206
14 years	2	.....	2	4	.....	.....	190	190	.....	.....	.....	194
15 years	2	.....	2	4	.....	.....	114	114	.....	.....	.....	118
Total Female Colored	4	.....	4	8	3	1	666	670	.....	.....	.....	678
Total Colored	69	2	10	81	35	.....	1,118	1,155	.....	.....	.....	1,520
Grand Total	3,252	183	110	3,545	1,588	299	2,374	4,261	2,248	98	2,346	10,152

*Includes Allegany, Washington and Frederick counties.

CONTRIBUTION OF THE CHILDREN OF BALTIMORE TO THE WORLD'S WORK OF 1915

AIMEE GUGGENHEIMER,

OFFICER ISSUING PERMITS.

With no change in the law controlling working children, there can be little variety from year to year in the story of the State permitting her children to enter the industrial world. However, at this stage in the history of the Child Labor Movement in Maryland, certain facts present themselves as demanding notice by the people of the State. This report brings to an end a period of administration of a new Child Labor Law, during two years of which, conditions can be considered as being normal. The experience of these two years in this important department of the Bureau are therefore of value as a foundation for its future development. It might be added that the following discussion and tables refer altogether to the Baltimore office of the Bureau.

The table on page 43, summarizing the city applications, shows that there were considered by the Bureau during the year 1915, 15,907 applications for permits of one kind or another. Some of the figures—those representing merely applications and not permits issued—are not the result of carefully kept statistics. They were, however, compiled from material on file in the Bureau, and are the result of very conservative estimates. It is therefore safe to say that had exact statistics of all applications been kept, the figures would have soared well over 16,000. Sixteen thousand applications within the course of a year gives an average of 52 for every working day. Through the combined results of seasonal occupations and of regular periods for promoting children from one school grade to another, there is naturally a great irregularity in the frequency of applications throughout the year. This fact will be considered with greater definiteness later. Suffice it to say at this point that, with the inadequate staff at the service of the children, one member is known to have interviewed as many as 160 during the permit issuing hours, which were necessarily lengthened during the rush season.

This occasion was merely typical, and applicants were fed through at a rate allowing only a little more than half a minute to each, continuously without pause for a period of six hours. Such procedure is not only cruel from the point of view of the official, but short-sighted from that of the child. In order to complete the picture, it is perhaps worth while also to consider the situation briefly from another point of view. Each child to whom a permit is granted must pass through the hands of at least four persons. On the arrival of the applicant there is a preliminary interview, during which, if he is already known at the Bureau, his record is taken from the file to be added to. The second interview is the crucial one, challenging as it does the right of the applicant to become a wage-earner, from the point of view of age, education and legality of occupation to be entered. Having successfully met this challenge, the child next undergoes a physical examination, and finally passes to the typist, who writes and hands him his permit.

For all but the small proportion of children deprived of their permits on account of physical condition, there is only one stage during his visit to the Bureau which the child and his parent regard with any degree of seriousness. Is he old enough to go to work? Has he sufficient education? Does the law allow him to undertake the occupation for which he has engaged himself? If he can answer these questions in the affirmative and has documents to prove his case, he presents no problem. The frequency, however, of the applications without such documentary proof is amazing, in view of the three years of strict enforcement of the present law, the filing of instructions and blanks with school principals, attendance officers, and many other persons, and furthermore, in view of the fact that to a large extent the working class families live in definite groups and have constant opportunity for exchanging experiences. An application without the necessary papers by a child who can comply with the requirements of the law makes necessary a second visit to the Bureau. In these cases objections on the part of the parent require lengthy explanations of the reasons underlying the wise provisions of the law in order to silence bitter denunciations hurled at "mere red tape." Naturally the refusing of a permit requires even more sympathetic hand-

Crowd of applicants in corridor of public office building, kept in order by police officer in uniform.

End of line of applicants, which during the summer vacation frequently keeps the corridor crowded for five hours or more.

ling by the issuing officer in order to convince the child as well as his parent that the State is dealing both kindly and wisely with him in forcing him to better preparation for his future burdens before allowing him to undertake them. And beyond the child and the parent, there must be kept constantly in mind the public, whose intelligent sympathy for progress in the Child Labor Movement can be either crushed or developed by the administration of the law in force. One further difficulty suggests itself at this point. Tables published later[2] show that 907 children securing permits and 169 refused were born outside of the United States. The majority came from countries where languages other than English are spoken. Another table[3] shows that nearly half of the children were of foreign parentage. These figures represent a group of children whose parents in large proportion spoke no English. Interviews with them, therefore, were necessarily carried on in a foreign language or through the unsatisfactory medium of an interpreter, often the child himself.

Deserving of serious consideration are the mere physical disadvantages under which this branch of the work is conducted. They fall into two distinct groups, the first being at present beyond control, and the second presenting a problem easily overcome. Reference has already been made to the irregularity in the applications for permits considered month by month. Beginning with January, the large number of street traders licensed during the early part of the year is a result of the provision of the law requiring them to be relicensed annually. A study of the street traders will be found in another part of the report. For the wage-earning children the arrangement of the school year would suggest four definite periods at which they would feel impelled to present themselves for permits. There are two school terms, the first ending in February and the second in June, at the end of each of which the children are promoted from one grade to another. There is the school vacation, which, for

[2]See tables on pages 46 and 74.
[3]See table on page 47.

TOTAL NUMBER OF APPLICATIONS FOR ALL CLASSES OF PERMITS MADE TO THE BALTIMORE OFFICE OF THE BUREAU IN EACH MONTH DURING 1915.

Month.	General Permits Issued.			Vacation Permits Issued.			Permits Reissued for Same Position.	Temporary, General and Vacation Permits Issued.	Street Trades Badges Issued.	Stage Permits Issued.	Permits and Badges Refused.	Permits Withheld.	Over 16 Statements.	Applications Without Result.	Total.
	Orig.	Sub.	Total.	Orig.	Sub.	Total.									
January	169	225	394	11	1	12	Not Kept by Months.	Not Kept by Months.	975	Not Kept by Months.	43		11	Not Kept by Months.	1,435
February	152	221	373	5	1	6			458		38		4		879
March	239	272	511	7	2	9			150		59		8		737
April	202	266	468	10	2	12			75		93		19		667
May	246	387	633	104	61	165			61		152		32		1,043
June	263	329	592	383	165	548			105		70		25		1,340
July	247	228	475	484	224	708			76		51		26		1,336
August	256	335	591	475	391	866			36		84		41		1,618
September	573	419	992	16	6	22			60		203		26		1,303
October	416	442	858	26	6	32			97		161		30		1,178
November	307	416	723	27	15	42			73		121		42		1,001
December	182	314	496	40	13	53			82		84		36		751
	.....	.....	.....	.....	.....	.....	163	1,275	.....	53	.....	382	.....	746	2,619
Total	3,252	3,854	7,106	1,588	887	2,475	163	1,275	2,248	53	1,159	382	300	746	15,907

the child who both works and goes to school, is a most unfortunate occurrence. Finally, there is the opening of the school term in September, suggesting the securing of permits to children who have become 14 during the summer, and to others who for one reason or another decide to work rather than to return to school. With the exception of the year 1913, when conditions were not normal, the figures for February do not reflect the end of a school term. In the year 1915 the largest number of original general permits were issued during the month of September. Judged, however, from the point of view of the subject under discussion, the important fact stands out that more than half of the permits issued during the year were issued during the four summer months. These overwhelming numbers result from the simultaneous occurrence of the school vacation and the canning season. Four thousand seven hundred and ninety-four permits were issued during the months of June, July, August and September, as against 4787 during the other eight months. Taking into consideration the depressing effect of

BIRTHPLACE OF CHILDREN GRANTED ORIGINAL GENERAL AND VACATION PERMITS AND OF CHILDREN GRANTED STREET TRADES AND STAGE PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

Birthplace.	General	Vacation.	Newsboys.	Other street trades.	Stage.	Total.
Baltimore	2,469	1,091	1,487	32	23	5,102
Maryland, exclusive of Baltimore	339	168	126	1	3	637
United States, exclusive of Maryland	201	112	155	2	25	495
Outside of United States	243	217	435	10	2	907
Total	3,252	1,588	2,203	45	53	7,141

the heat of a Baltimore summer on child labor officials as well as on working children, the strain of a work which makes much needed vacations a practical impossibility is easily conceivable. This situation is beyond control, and makes close connection with the second disadvantage, already referred to. Much discussion has appeared in the public press concerning the necessity of housing the State offices in a publicly owned building. The need for quarters in which the business of the State can be conducted with dignity is felt very keenly by the Bureau. Its floor space is so inadequate that during the busy season the public corridor of an office building must be used as waiting-room by the applicants, much to the annoyance of other tenants.

NATIONALITY OF CHILDREN GRANTED ORIGINAL GENERAL AND VACATION PERMITS AND OF CHILDREN GRANTED STREET TRADES PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

Nationality.	General.	Vacation.	Street trades.	Total.	
				Number.	Per cent.
American, white	2,011	695	889	3,595	50.72
Hebrew	405	141	656	1,202*	16.96
German	363	111	101	575	8.11
Polish	122	366	39	527	7.44
American, colored	69	35	284	388	5.47
Italian	40	46	115	201	2.84
Bohemian	74	82	41	197	2.78
Irish	60	34	31	125	1.76
Lithuanian	33	33	42	108	1.52
English	28	8	9	45	.64
Hungarian	17	17	6	40	.56
All others	30	20	35	85	†1.20
Grand total	3,252	1,588	2,248	7,088	100.00

*This number includes 1140 Russian, 18 Austrian, 16 German, 12 Polish, 5 English, 5 Roumanian, 5 Hungarian and 1 French Hebrew.

†This number includes 27 Austrian, 10 Scotch, 8 French, 5 Greek, 4 Swedish, 4 Norwegian, 3 Welch, 1 Spanish, 2 Sicilian, 1 Syrian, 1 Dutch, 1 Danish, 1 Roumanian, 1 Siberian, 1 Swiss and 1 Lettish.

Moreover, in order to prevent confusion arising naturally in a crowd, it has been necessary to call upon the Police Department for an officer to be on guard during the greater part of the summer. Physical collapses on the part of applicants occur from time to time, and are surprising only on account of their lack of frequency. Impatience with the slowness with which the line approaches the office door sometimes discourages waiting, and violations of the law are known to have occurred as the result of difficulty in securing permits. Once inside the overcrowded rooms of the Bureau, conditions are only slightly better. "Standing room only" is frequently the order of the day, and a much-needed quiet corner for confidential interviews is entirely out of the question. Under such conditions a foreign-born girl applied for a permit and was unable to write a simple English sentence dictated to her. Her apparent lack of ability was so puzzling that she was sent to an alienist for a test of her mentality. Owing to her lack of familiarity with American conditions he found it difficult to diagnose the case and sent the child back to the Bureau. On the second visit it was possible to find a place for her undisturbed by the other applicants, and she passed the test with the greatest ease.

To sum up briefly the foregoing paragraphs, an effort has been made to show the importance of the careful consideration of each applicant both for the sake of the individual child and of the whole body of working children of the present as well as of future generations. Each is deserving of such attention as his case would demand were he the only one, and endless patience is required for the constant repetition of instructions and explanation of facts which seem perfectly evident in themselves. With the lack of space and adequate assistance, resulting in a constant necessity for economizing time, it is humanly impossible to give to the children an insight into the significance of an experience representing for many their first contact with the power of the State.

Reference has already been made in the Summary and Introduction to the difficulties encountered in eliciting the sympathy of the public in the just administration of a Child Labor Law. It is surprising that the mere operation of that

part of the administration which takes place within the office is practically unknown outside the walls of the Bureau. The small number of visitors find much of dramatic interest to hold their attention. In fact, judging from their comments, from this point of view the Bureau presents itself as a worthy rival of the Juvenile Court, so dear to the public heart. And yet the cause for which it stands is so lacking in popularity, that but little attention is paid to this aspect of its work. Reference has also been made in the Summary and Introduction to the difficulty encountered in obtaining undoubted proof of age, and illustrations of falsified documents have been published. Most of these are pathetic in the crudity of the attempt to deceive. Aside from this fact, startling as they are, the shock is even greater when a false age is established by authorities to whom the Bureau is accustomed to look for convincing proof. Two cases will be cited as illustrating this point. A boy known to be under 16 was found working in a can shop without a permit. The employer had on file a statement written by a minister showing him to be over 16 years of age. In answer to a letter drawing his attention to the mistake, the minister took the trouble to come in person to the Bureau to defend his action. In the other case a girl known to the Bureau as under 16 engaged in work, claiming to be above the age limit. The date of her birth had been established by the certificate of a physician who has attended at the birth of many children applying for permits. When the violation was brought to the notice of the employer and the girl questioned, she produced a birth certificate signed by the same physician, showing her to be 16 years of age. The matter was brought to his attention, and he acknowledged writing the second certificate without consulting his records, merely on the request of the applicant. In the case of both doctor and minister, it was impossible for the Bureau to convince them of the importance of their actions.

Efforts to draw children into industry below the legal age are very few, compared with those directed against the educational requirements of the Child Labor Law. The resistance of parents in need of the child's prospective earnings to complete an inadequate family income is natural enough,

especially when, as is frequently the case, there is a deficiency of only half a grade. It is likewise not surprising that the average employer having adjusted the prospective employe into his scheme, is annoyed when deprived of the services of an inexpensive laborer. Somewhat different, however, is the impression made by pressure brought by school teachers, school attendance officers and other social workers. The Bureau recognizes mental deficiency as reasonable grounds for excusing a child from complying with the educational requirements of the law. It is often difficult even for an expert to distinguish between the mental defective and the child whose low grade is due merely to laziness, truancy or lack of interest in his school work. With the latter the Bureau has but one course to follow. The law forbids his being allowed to go to work before he has completed the fifth grade and can pass satisfactorily certain definite tests. This child is typical of a group of normal mentality, who are merely sacrificed to the pedagogical crime of forcing all children to comply with a single school standard. This, however, is a problem for the schools, and not for the Bureau to solve. The necessity of forcing upon parents the importance of securing even a minimum education for their children is emphasized by the applications for vacation permits by a group of children who were totally illiterate and in some cases unable to speak English. Reference has already been made to this group in the Summary and Introduction and the pictures of three such children published. There are on file in the Bureau the names of 28 children of this group. Of this number, 21 lived in Baltimore City, and were referred to the School Attendance Department immediately on the opening of the city schools. In October four of the children had already gone South again and three more had left the city, probably also hitting the old trail. Only five of them were returned to school. Seven of these unfortunates lived in Anne Arundel County, a section of the State not inspired with the importance of educating its children. It was therefore impossible to find any official or other person who might help these children out of their state of utter darkness.

In spite of the serious difficulties referred to in the foregoing paragraphs, there are evidences that some slight prog-

ress may have been made in efforts to impress upon the public mind the inadvisability of allowing young children to become wage-earners. The following table shows the number of children securing original general and vacation permits in the Baltimore office during the past three years:

	General.	Vacation.
1913	6571	2546
1914	3580	1819
1915	3252	1588

The decrease during the year 1914 compared with the preceding year was due to two causes. The numbers for 1913 were swelled by the fact of children changing their permits issued under the old law for those under the new. Otherwise, there would have been fewer children securing original permits during 1914. In addition, however, the business depression showed its effect on the working children during the latter part of the year. During the greater part of the year 1915 business conditions have been favorable. Nevertheless, a still smaller group of children joined the workers. There is a decrease of 328 and of 231, respectively, in the number of children securing original general and vacation permits. This decrease cannot be due to accident. Is it too much to hope that the agitation in behalf of the children has been at least in part responsible for this encouraging situation? Figures for another year will throw further light on the question.

There is an apparent discrepancy between this table and that on page 18 in the Summary and Introduction showing a somewhat different result in a comparison of the figures for the three years. This is due to the fact that in one case the figures represent the working children of the State and in the other the children only of Baltimore City and the adjacent county districts. In both cases there is a decrease, but it is more constant in the table representing the city children. Once more this seems to indicate the result of agitation which is naturally more actively conducted among the people of Baltimore City than in other parts of the State. The Bu-

reau keeps no formal list of employers who from time to time announce themselves as giving up the services of children under 16 years of age. But such employers there are, and they live, and their number grows, slowly, it is true, but it grows.

Another group of figures, small in themselves, but having real significance, shows further the possibility of securing the co-operation of employers. The table on page 45, showing applications by month, has one column devoted to statements of age given to children applying at the Bureau after their sixteenth birthday. In the aggregate there were 300 of these children, compared with 237 in the year 1914. The increase is small, it is true, but significant, especially in view of a study of the figures by months. The increase from month to month is fairly steady, and the figures do not show a falling off during the last three months of the year, as do those for the children under 16. Moreover, they would be much larger if count had been taken of the applications by children already registered in the Bureau. At the time of writing this report, similar figures have already been compiled for the first two months of 1916, and show more than twice the number of such applications during the corresponding months of the year 1915. One applicant proved her age to be 23, and many are 17 and 18. These applications are almost without exception made upon the demand of employers, and are indicative of their desire not to violate the Child Labor Law.

The following explanatory paragraphs refer to the tables showing various groups of children and certain information concerning them:

The table on page 45 shows the aggregate of all applications for permits of the several kinds. The important conclusions to be drawn from this table have already been stated. Certain of the figures are merely approximate. The fact that they are not exact is evident in the five columns in which they are not distributed by months. As has already been stated, however, these columns represent the least important of the figures. In spite of the lack of completeness, the totals are given by months, although known to be inexact. At least, they tend to indicate the bulk of the work month by month and the seasons at which the various classes of children apply at the Bureau.

The table on page 46 shows naturally that the largest number of children securing permits were born in Baltimore City. Of the remainder, the number of those born outside of the United States is almost as large as of those born in other parts of this country.

In the table on page 47 it is seen that slightly more than half of the children securing permits were American white. The next largest group is that of the Hebrews, of whom none had fathers born in the United States. Of the American colored there were only slightly more than 5 per cent.

The table on page 67 shows that more than 90 per cent. of all children receiving permits were white, and that more than 60 per cent. were white boys. They, therefore, outnumber the girls by about one-third. The number of colored boys engaging in street trades is much larger than of those entering industry. Comparing the figures with those of last year, the decrease is evident in all four classes of children entering industry, with the exception of the female colored, a practically negligible class.

The table on page 68 shows also the result which might be expected—that the majority of the children securing permits in the Baltimore office live in Baltimore City.

The table on page 69, showing the grade completed by children securing permits of all kinds, gives very gratifying results. In the year 1913 only 42 per cent. of the children entering industry and engaging in street trades had finished grades above the fifth. In 1914 this group represented 55 per cent. of the total, and in 1915 the percentage increased to 61. This is a natural effect of the enforcement of the Child Labor Law, and if properly administered, it will continue to show similar results on a gradually diminishing scale for a certain term of years. At the end of that term, however, the school grade standards established for the working children will remain stationary unless affected by changes in the Child Labor Law, by the method of administering an unchanged law or by radical changes in the school curriculum. Jobs are always to be had, and serve to draw the children away from school. It remains, therefore, for the schools to offer advantages which will offset the lure of industry. Children who secured their permits without completing the fifth grade fall into four classes. The mentally deficient are excused from

an effort of which they are known to be incapable, and will be dealt with in greater detail later. A second group of white and colored children, who completed, respectively, grades 5b and 4, and who were excused on account of poverty, represent a policy abandoned by the Bureau, as will be shown in the next paragraph. A third practically negligible group were excused from complying with the compulsory school attendance law on account of physical suffering, resulting from the strain of school work. They were, however, never given permits unless the examining physicians of the Bureau were convinced of the harmlessness of the work to be undertaken. A fourth group had had permits under the old law, and were excused by a provision in the new law. This last class should have disappeared entirely by this time, and is represented now only by children who had received their original permits illegally before they were 12 years of age. These children serve to emphasize the importance of securing convincing proof of age.

A statement of the policy of the Bureau in enforcing the educational provisions of the law should be made at the close of this administration. Reference has already been made in a previous report to an inconsistency in the section of the law dealing with educational requirements. This section requires the completion of the fifth grade, and at the same time outlines the studies which are in reality acquired in the first half of the fifth grade. For this reason, in the early period of the present administration, in order to overcome an antagonism expected to develop with the sudden raising of the standards, certain exceptions were made by the Bureau. White children who had finished the first half of the fifth grade were given permits on demand. In view of the difficulty encountered by the colored population in securing an adequate education for their children, there was a further exception of half a grade made in their behalf. They, therefore, secured their permits on the completion of the fourth grade. During the past year a successful effort has been made to demand of all children strict compliance with the standards required by the law. This was accomplished gradually and without friction. During the first few months of the year permits were given to white children completing grade 5b only in cases in which a plea of poverty was made. In the late spring these pleas

were checked by requesting the various philanthropic agencies to investigate and report on the validity of the pleas. The results of this investigation will be discussed more fully in another part of this report. When the school term opened in September absolutely no permits were issued to normal white children who had not finished the fifth grade. In November a study of the permits issued during the first 10 months of the year showed that only four colored boys and no colored girls had received permits on completion of the fourth grade. This fact indicated that there was in reality little demand for lowering the standards for the colored children. The Bureau thereupon called a conference of a group of white and colored men and women recognized for their interest in the welfare of the negro population of the city. It was the unanimous opinion of the group that the colored children should be forced to comply with the educational requirements of the law in the same way as the white. Their advice has since been followed. It is, therefore, a cause of great satisfaction to the Bureau to be able to state that, with the exception of the children who qualified as mentally deficient and of an almost negligible group of physical defectives, no children who have not completed the fifth grade are now receiving permits.

The figures in the first table on page 70 correspond almost exactly to those of last year. Almost 80 per cent. of the children securing permits had both parents living. The proportion of children of widowed mothers is not quite 12 per cent., about the same as that of last year. Less than 2 per cent. were full orphans.

The second table on page 70 shows naturally that the largest group went to work as the result of financial need. Opponents of progressive child labor legislation may think to find in this group a basis for plausible arguments against the protection of our children. They are easily answered on their own terms. To a large extent every boy and girl dismissed from industry leaves vacant a place to be filled by a man or woman. The messenger man in the boy's uniform seen on the streets of the city "between the hours of 8 o'clock P. M. and 8 o'clock A. M." is an evidence of such results. Many of them are unfit for other work, and are grateful for their jobs. Moreover, were the competition of the 15,000 working chil-

dren of the State eliminated, it is surely not unreasonable to prophecy at least a slight increase in the wages of their elders. Finally, it is doubtful if these pseudo-friends of the poor would argue consistently if the question under discussion involved the displacing of adult workmen by the installation of machinery or of the modern methods of the efficiency engineer.

The second largest group in the table is that of children who want to go to work. A small proportion of these children were inspired by real industrial ambition to learn a trade or to secure business training. The majority, however, looked merely for a means of escaping irksome school duties, or were inspired by friends and school fellows, whom they followed blindly down the industrial path.

In the first table on page 72 it is seen that Church records still outnumber other documents brought to the Bureau to prove the dates of birth of the children. Reference has already been made in the Summary and Introduction to the undue proportion of affidavits required for street traders and the reason therefor. Of the applications made to the Baltimore Health Department for transcripts of birth records, 1008 were returned as not recorded. Seven hundred and forty-three of these were for working children and 265 for street traders. These figures can be compared only roughly with those of the children who were born in Baltimore and

REPORT OF SCHOOL ATTENDANCE DEPARTMENT OF BALTIMORE CITY ON CHILDREN REFUSED GENERAL EMPLOYMENT CERTIFICATES BY THE BALTIMORE OFFICE DURING 1915.

Returned to school	671
In domestic service	207
Secured permits	52
Became 16 years of age	16
Left city	47
Not located	23
Physically or mentally disabled	6
Committed to institutions	5
Dropped by School Attendance Department	14
Total	1,041

who secured permits. In some cases the date of birth had been established previous to the year 1915. In others applications were made for children who, for one reason or another, did not secure their permits. In the third place, applications were not made for all the children born in Baltimore City.

Tables on pages 73-74 give information corresponding to the foregoing, concerning the children whose permits were refused. The large number of children refused because of low school grade, shown in the last table on page 74, should be noted. These children were in every case over 14 years of age.

The table on page 56 shows the disposition of the children living in Baltimore City who were referred to the School Attendance Department of the Department of Education immediately on the refusing of their permits. The Bureau wishes at this time to express its sincere appreciation of the hearty spirit of co-operation shown by the School Attendance Department. The department of the public schools of Baltimore county showed an equal willingness to co-operate with the Bureau. Unfortunately, however, the disciplining of the county truants is placed in the hands of the school teachers, and the combination of these two pieces of work makes efficient results an impossibility. However, this situation is vastly better than that of Anne Arundel county, where it is nobody's business to see that the youngsters go to school. The School Attendance Department of the city held itself responsible not only for the children whose permits were refused, but made investigations of other cases at the request of the Bureau. Two hundred and five children whose applications for general permits remained incomplete for more than a month were reported to the Department. Some of these children had in the meantime changed their minds about leaving school. However, the investigation resulted in the discovery and clearing up of a number of violations by children who went to work without securing their permits. The table on page 56 shows the result of still another investigation made by the Department. Reports were made by the Bureau in the cases of 629 children whose permits were returned by their employers, and who, after a reasonable time, did not come back to renew them. Some of these children had decided to

abandon industry either permanently or for the time being, and a small number had difficulty in securing new positions. A considerable group, representing 29 per cent. of the entire number, were found working without permits. Of these, two boys had engaged themselves for occupations forbidden by the Child Labor Law.

SUMMARY OF SCHOOL ATTENDANCE OFFICERS' REPORTS CONCERNING CHILDREN IN BALTIMORE CITY WHOSE PERMITS WERE RETURNED TO THE BUREAU IN 1915.

Specific Reports Concerning Child.	Male.	Female.	Total.
Working without permits	138	48	186
Out of work	63	16	79
Could not be located	20	5	25
Working at home or in domestic service	13	107	120
Returned to school	47	17	64
No information obtainable	9	4	13
Subsequent permit secured before officer called	44	11	55
Moved away from city	41	20	61
Ill	10	5	15
Committed to corrective institutions	4	1	5
Married	...	4	4
Deceased	2	...	2
Total	391	238	629

The table above and that on the page following represent a group of children who qualified for permits, but who planned to undertake work either forbidden by the Child Labor Law or for which they individually were physically unfit. This group comprises 355 children, but on account of repeated failures on the part of some of them to secure their permits, 382 positions are involved. A large proportion of the children applied for vacation permits before they were 14 years old, and wished to undertake work forbidden to children of 12 and 13 years of age.

CHILDREN WITHHELD BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915 FROM CERTAIN OCCUPATIONS AND THE REASONS THEREFOR.

Physical Condition.	Male.	Female.	Total.
Underdeveloped	51*	15	66
Other physical defects	11†	4	15
Total	62	19	81
Occupation forbidden by law	209‡	56	265
Other reasons	7	2	9
Grand total	278	77	355

*Five refused two permits.
†One refused two permits.
‡Ten refused two permits, two refused three permits.

In order to complete the figures for children under 16 going to work during the year 1915, there should be added 329 who were allowed to work temporarily, as shown in the table on page 61. Of this group almost 64 per cent. had minor physical defects, for which it was possible to secure treatment during the period of employment. It has been the policy of the present administration to issue such temporary permits whenever possible, so as to avoid unnecessary annoyance on the part of both applicants and employers. Many children in real need were thus saved the hardship of losing much coveted jobs. In other cases, a child who had found work for which he was particularly well suited was protected from losing an opportunity not easily duplicated. Of the 210 children whose permanent permits were withheld on account of physical defects, 153, or nearly 73 per cent., applied for permits for the summer season only. Temporary permits in most cases allow the children to work for one month, and for many of these children there was only a short period of the vacation remaining when the temporary permit expired. It was natural, therefore, that the shortness of the period before the fall opening of school overbalanced the dread inspired by a visit to a dispensary. Subdividing the

NUMBER OF JOBS IN SPECIFIED INDUSTRIES FROM WHICH CHILDREN WERE WITHHELD BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

Industry.	On account of age of children.		On account of physical condition of children.	For other reasons.	Total.
	Under 14	Over 14.			
Metal-working industries....	34	29	18	...	81
Manufacture of—					
Clothing.....	44	1	18	...	63
Cotton duck.....	17	1	5	...	23
Candy.....	15	...	2	...	17
Glass.....	11	...	20	...	31
Furniture.....	8	5	4	...	17
Paperboard and box.....	7	2	2	...	11
Shoes.....	5	...	...	...	5
Theaters and moving pictures.....	4	15	...	...	19
Painting.....	...	9	...	...	9
Liquor packing and breweries.	...	7	...	...	7
Contracting.....	5	...	...	...	5
Miscellanous.....	50	14	21	9	94
Total.....	200	83	90	9	382

figures still further, 131 physically defective children, of whom 48 were boys and 83 girls, were given temporary permits to work in canneries outside of the city. For these children the temporary permits were granted to cover the remainder of the canning season. However, on their return to the city they were made to understand by the visiting nurses that their permits would not be renewed for future work unless they had their physical defects corrected. The cooperation of the Instructive Visiting Nurses' Association has been exceedingly helpful to the Bureau. Many children either unwilling or unable to secure medical treatment without assistance find it a simple matter with a nurse as guide. All of the children were given two weeks in which to go alone to the doctor or dispensary. If at the end of that time the Bureau had no evidence of their having carried out the instruction of the examining physician, they were reported to the Association. In addition to the number of children in the

table 49—26 boys and 23 girls—applied for permits within one month of their sixteenth birthday. They were required to produce proof of age, but did not have to undergo the other formalities involved is securing permits. Applicants of this kind are encouraged in every way possible by the Bureau. Such applications, in the same way as those for statements of age by children over 16 years old, serve to indicate the degree of respect with which both employers and parents of working children, representing finally the general public, regard the administration of the law.

APPLICANTS GRANTED TEMPORARY EMPLOYMENT CERTIFICATES BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

	General.			Vacation.			Grand Total.
	M.	F.	Total.	M.	F.	Total.	
For physical defects.....	54	37	91	52	67	119	210
For other reasons.....	46	8	54	28	37	65	119
Total.....	100	45	145	80	104	184	329
Why temporary permits were not renewed:							
Became 16 years of age.	8	2	10	2	...	2	12
Refused to have physical defects corrected.....	24	15	39	17	4	21	60
Stopped work when temporary permit expired.	...	...	...	58	95	153	153
Miscellaneous reasons and unknown.....	14	9	23	...	2	2	25
Pending.....	54	19	73	3	3	6	79
Total.....	100	45	145	80	104	184	329

Tables on pages 62 and 63 refer to a group of mental defectives who either did not complete the fifth grade or who, although credited with having completed it, had in reality not mastered the studies taught in that grade. One hundred and fifteen children, of whom 97 were boys and 18 girls, were given original permits, in some cases permanent, and in others only temporary. Table No. 21 shows the grade completed either

in whole or in part by these children, as well as the number of permits issued to each. There was one colored boy and no colored girls. Two of the white boys were given street trader's badges to sell during the entire day. One hundred and twenty-three children, of whom 103 were boys and 20 girls, were examined at the request of the Bureau at the Phipps Psychiatric Clinic of the Johns Hopkins Hospital. The Bureau wishes to express its appreciation of the co-operation shown by the physicians of the Clinic in this work. An additional 22 children, of whom 17 were boys and 5 girls, had been either previously examined at the Clinic or by the Mental Hygiene Committee, or were examined during the year at the request of other agencies. There are, therefore, on file in the Bureau statements of alienists furnished during the year 1915 for 145 children, of whom 120 were boys and 25 girls. As has been previously stated, only 115 were given permits and street trader's badges. The remaining 30 were either refused, failed to return to the Bureau for their permits or their cases were pending at the close of the year. Included in this group is a small proportion capable of passing the mental tests, but suffering from neuroses, indicating the desirability of relieving them of the strain of school duties. The table on page 63 shows the 167 positions which were filled by the group of 115 children.

GRADE COMPLETED BY CHILDREN WHOM EXAMINATION PROVED TO BE MENTALLY DEFICIENT AND TO WHOM PERMITS WERE GRANTED BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

	Grade.	Completed in Whole or in Part.							Number of Permits Issued to Each Child.					
	Unknown, None and Special.	1	2	3	4	5	6	Total.	1	2	3	4	5	Total.
Boys.....	5	1	8	15	47	19	2	97	72	12	8	4	1	97
Girls.....	..	..	1	2	12	3	..	18	12	5	..	1	..	18
Total.....	5	1	9	17	59	22	2	115	84	17	8	5	1	[1]115

[1]See footnote to table, page 63.

OCCUPATIONS ENTERED IN 1915 BY CHILDREN WHOM EXAMINATION PROVED TO BE MENTALLY DEFICIENT.

Occupation.	Manufacturing.		Mechanical.		Mercantile, Offices and Messenger Service.		
	Male.	Female.	Male.	Female.	Male.	Female.	Total.
Errand boy	9	..	3	..	16	..	28
Wagon and bundle boy	1	..	..	..	9	..	10
Messenger	..	..	..	..	8	1	9
Floor girl and boy	10	3	..	..	..	..	13
Helper	7	1	5	1	5	..	19
Apprentice	2	..	2	..	..	..	4
Carrier	5	..	..	..	..	..	5
Office boy, clerk, etc.	..	..	2	..	1	1	4
Doffer and bobbin winder	5	5	..	..	..	..	10
Spreader's helper	2	..	..	..	..	..	2
Feller, buttoner, etc.	..	3	..	..	..	..	3
Operator	..	1	..	..	..	..	1
Trimmer and finisher	...	5	..	..	..	..	5
Stamper	2	..	..	..	..	..	2
Tier and packer	7	1	..	..	..	..	8
Tin racker	2	..	..	..	..	..	2
Hooker-up and bottom boy	7	..	..	..	..	..	7
Greaser	2	..	..	..	..	..	2
Assorter and assembler	1	1	..	..	..	..	2
Stringer and feeder	2	..	..	..	..	..	2
Cleaner and stripper	1	1	..	..	..	..	2
Knocker and snapper	4	..	..	..	..	..	4
Tending boy	2	..	..	..	..	..	2
Screen boy	1	..	..	..	..	..	1
Skinner and preparer	..	..	5	..	..	..	5
Untwister	..	..	2	..	..	..	2
Brush finisher	2	..	..	..	..	..	2
Leather worker	1	..	..	..	..	..	1
Heeler	1	..	..	..	..	..	1
Labeler	..	1	..	..	..	..	1
Repairer	1	..	..	..	..	..	1
Piler	2	..	..	..	..	..	2
Tray carrier	..	..	..	1	..	..	1
Water boy	..	..	1	..	..	..	1
Chute boy	..	..	1	..	..	..	1
Newsboy	..	..	..	..	2	..	2
Total	79	22	21	2	41	2	[1]167

[1]These 167 occupations were filled by 115 children during the year 1915.

With the close of the year 1915 the Bureau decided to abandon the practice of securing diagnoses by alienists in the case of all children qualifying as mentally defective. During the first half of the present administration these children had been excused from complying with the educational requirements of the Child Labor Law if they produced a convincing statement from teacher or school principal that they had reached the limit of their ability in school. In the fall of 1914 it was reported to the Bureau that pressure was being brought upon the teachers to issue such statements without due cause, and that in some cases they were yielding to the pressure. The Bureau had no confidence in this rumor. However, in order to protect the schools as well as the Bureau, the assistance of the Phipps Psychiatric Clinic was requested to confirm the diagnoses of the teachers. An experience of about 15 months has proved that there was absolutely no foundation for the rumor. In view of this experience, Dr. Charles Macfie Campbell, who has had charge of the examination of the children in the Clinic, considers the Bureau perfectly justified in issuing the permits on the statements of teachers. The examinations which have been made have confirmed the opinions of the teachers so uniformly as to render the examinations merely a matter of unnecessary routine, annoying to the child and his parent, and clogging the work of the Clinic without achieving results of any value. It is probable that from time to time doubtful cases will present themselves, for whom it will be necessary to ask the co-operation of alienists. This is more likely to be the case with the neurotic than with the definitely feeble-minded children.

The table on page 65 refers to another form of co-operation which greatly relieved the pressure upon the Bureau in connection with the refusing of permits. Many applicants whose permits were refused were in real financial need. Many others are known to have made this claim in an effort to force the issuing of a permit to which the child was not entitled. In either case the possibility of offering financial aid from an outside source relieves the Bureau of the final responsibility, and serves to soften the blow involved in definitely refusing a permit. The Bureau has been able to refer such cases in Baltimore City to the Federated Charities, the St. Vincent

CHILDREN REFERRED TO SOCIAL AGENCIES FOR INVESTIGATION AND ASSISTANCE BY BALTIMORE OFFICE OF THE BUREAU IN 1915.

Reason for Referring Cases.	
To Determine Necessity of Issuing Permit on Completion of Grade 5b:	
Recommended	12
Not recommended	27
Total	39
For Material Relief:	
General relief supplied	20
School clothes supplied	2
Relief not practicable	45
Family refused to accept	5
Not located	3
No definite report	51
Total	126
For Other Social Needs:	
Supplied	5
Relief not practicable	3
Referred to sewing class	16
Not needed	1
No definite report	1
Total	26
To Arrange for Tutor for the Child:	
Supplied	2
Not supplied	3
Total	5
Grand Total	196

de Paul Society and the Hebrew Benevolent Society, and in the counties to the Henry Watson Children's Aid Society. The Bureau wishes to acknowledge the co-operation shown by the agents of these societies. The table above shows the number of cases referred for financial aid and for other social needs, and partial results of these reports. Reference has already been made to the investigations made at the request of the Bureau of applications for permits on the completion of grade 5b by children whose parents claimed to be in need of their assistance. The table shows that more than

two-thirds of these permits were refused on the advice of the agency making the investigation. This result should be a convincing answer to the advocates of a clause in the Child Labor Law providing for exceptions in the case of children whose parents are dependent upon them.

This conclusion is in no way due to a lack of realization of serious financial need in a large number of families putting their children to work before the age of 16. The table on page 71 shows that at least 1002 families with 8455 souls, or almost one-third of all the families represented by applicants for permits, had per capita incomes of less than $2. Almost 300 additional families were without visible means of support or were dependent upon funds supplied by others than wage-earning members of the families. Due allowance must be made for probable discrepancies, either accidental or deliberate, occurring in answer to questions put to applicants. In some cases pride probably caused a swelling of the income as stated. In others it is known to have been purposely underestimated. No matter what the facts, however, the burden of relieving the situation is too great to be carried by the children of the family. Some other means of solving the problem must be found. The tragedy of the situation was well illustrated by a little girl under 14 looking for "a job at which I can make my living." A job was found and the permit issued, with the sad knowledge in the background that there is no such thing as making a living involved in the employment of little children.

Such is the story of the children engaged in large measure in unequal competition with their elders, to the disadvantage of both. An effort has been made to show that under the existing conditions it has been for the most part impossible to give to the child the educational advantages which are his due during the process of ushering him into industry. At times when the stress of work is not too great it is possible to let him see that even State officials can have a human interest in his welfare. It is on such rare occasions that an opportunity is offered to catch a glimpse of the mental attitude of the child going to work. His complete lack of appreciation of his own commercial value is often pathetic. "I ain't got the gall to ask him" was the meek answer of one boy as to what his prospective employer had promised in ex-

COLOR, SEX AND AGE OF CHILDREN GRANTED ORIGINAL GENERAL AND VACATION PERMITS AND OF CHILDREN GRANTED STREET TRADES AND STAGE PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

Color and Age.	General.		Vacation.				Stage.			
	Male.	Female.	Male.	Female.	News-boys.	Other Street Trades.	Male.	Female.	Total Number.	Per Cent.
White— 6 years	.....	.....	.....	.....	.....	.....	.....	6	6	.09
7 years	.....	.....	.....	.....	.....	.....	5	3	8	.11
8 years	.....	.....	.....	.....	.....	.....	2	5	7	.10
9 years	.....	.....	.....	.....	.....	.....	.....	2	2	.03
10 years	.....	.....	.....	.....	274	.....	2	6	282	3.95
11 years	.....	.....	.....	.....	362	.....	3	2	367	5.14
12 years	.....	.....	294	239	419	.....	1	3	956	13.39
13 years	.....	.....	230	133	438	.....	3	1	805	11.26
14 years	1,359	984	322	181	314	22	1	4	3,187	44 63
15 years	543	297	100	54	116	19	2	.....	1,131	15.84
Total	**1,902**	**1,281**	**946**	**607**	**1,923**	**41**	**19**	**32**	**6,751**	**94.54**
Colored— 7 years	.....	.....	.....	.....	.....	.....	1	.....	1	.01
9 years	.....	.....	.....	.....	.....	.....	1	.....	1	.01
10 years	.....	.....	.....	.....	32	.....	.....	.....	32	.45
11 years	.....	.....	.....	.....	42	.....	.....	.....	42	.59
12 years	.....	.....	8	.....	61	.....	.....	.....	69	.97
13 years	.....	.....	12	3	64	.....	.....	.....	79	1.11
14 years	34	2	8	.....	53	1	.....	.....	98	1.37
15 years	31	2	4	.....	28	3	.....	.....	68	.95
Total	**65**	**4**	**32**	**3**	**280**	**4**	**2**	.....	**390**	**5.46**
Grand Total	**1,967**	**1,285**	**978**	**610**	**2,203**	**45**	**21**	**32**	**7,141**	**100.00**

change for his labor. The fact that the children are lacking in courage to inquire as to their wages is all too frequently evident. It is inevitable that the average employer will take advantage of this weakness, and both child and adult worker suffer necessarily thereby. The only solution of this problem is the elimination of the child worker. The experience of the past four years would indicate that there is a hopeful goal ahead of this task if undertaken with firmness, tact and courage.

RESIDENCE OF CHILDREN GRANTED ORIGINAL GENERAL AND VACATION PERMITS AND OF CHILDREN GRANTED STREET TRADES AND STAGE PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

Residence.	Gen'l.	Vac.	News-boys.	Other street trades.	Stage.	Total.
Baltimore City	2,894	1,389	2,203	45	28	6,559
Baltimore County	327	150	.....	.....	.....	477
Anne Arundel County	29	47	.....	.....	.....	76
Harford County	1	.....	.....	.....	.....	1
Howard County	1	2	.....	.....	.....	3
Outside of Maryland	.....	.....	.....	.....	25	25
Total	3,252	1,588	2,203	45	53	7,141

SCHOOL GRADE COMPLETED BY CHILDREN GRANTED ORIGINAL GENERAL AND VACATION PERMITS AND OF CHILDREN GRANTED STREET TRADE AND STAGE PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

Grade.	Numbers.					Per Cents.				
	General	Vacation	Newsboys	Other Street Trades.	Stage	General	Vacation	Newsboys	Other Street Trades.	Stage
1st	2	25	69	..	8	(†)	1.6	3.1	..	15.1
2nd	5	61	239	2	9	00.1	3.8	10.9	4.4	17.
3rd	27	249	476	6	8	00.8	15.6	21.6	13.3	15.1
4th	201	427	565	9	5	6.2	26.9	25.7	20.0	9.4
5th	1,025	308	436	15	6	31.6	19.5	19.8	33.3	11.3
6th	972	246	231	8	7	29.7	15.5	10.5	17.8	13.2
7th	557	138	117	3	4	17.1	8.7	5.3	6.7	7.5
8th	375	67	23	1	2	11.6	4.3	1.	2.3	3.7
Over 8th	82	53	38	1	1	2.6	3.3	1.7	2.3	1.9
Ungraded	..	2	2	..	..	..	00.1	(†)	..	..
Unknown	6	12	7	..	*3	.2	00.7	00.3	..	5.6
Grand Total	**3,252**	**1,588**	**2,203**	**45**	**53**	**99.9**	**100.0**	**99.9**	**100.0**	**100.0**

*Too young to go to school.
†Less than one-tenth of one per cent.

FAMILY STATUS OF CHILDREN GRANTED GENERAL PERMITS AND OF CHILDREN GRANTED STREET TRADES PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

Family Status.	Kind of Permit.				
	General.	Newsboys.	Other Street Trades.	Total Number.	Per Cent.
I. Two parents in family:					
Both own parents	2,307	1,776	34	4,117	74.86
Father—step	107	39	1	147	2.67
Mother—step	73	5	..	78	1.42
Both step	4	1	..	5	.09
II. One parent in family:					
Father away	124	96	3	223	4.06
Mother away	8	1	..	9	.16
Father dead	425	225	7	657	11.95
Mother dead	84	19	..	103	1.87
Stepfather away	9	5	..	14	.26
Stepfather dead	1	..	..	1	.02
III. One step-parent only:					
Stepfather	2	..	..	2	.04
IV. Child lives with relative or friend:					
Father dead	12	1	..	13	.23
Mother dead	22	..	..	22	.4
Both parents dead	50	20	..	70	1.27
Own father—stepmother	1	1	..	2	.04
Both parents living	17	3	..	20	.36
Father away	1	10	..	11	.2
V. Child in institution:					
Both parents dead	5	1	..	6	.1
Total	3,252	2,203	45	5,500	100.00

REASONS FOR GOING TO WORK ASSIGNED BY CHILDREN GRANTED ORIGINAL GENERAL AND VACATION PERMITS AND BY CHILDREN GRANTED STREET TRADES AND STAGE PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

Reason for Child's Going to Work.	General (Original)	Vacation (Original)	Newsboys	Other street trades	Stage	Total
Economic pressure	2,407	1,075	1,323	24	.....	4,829
Unsatisfactory school conditions	322	2	.....	.....	.....	324
Wants to go to work	456	244	.....	.....	.....	700
To keep occupied	9	186	.....	.....	.....	195
Parent wants child to work	58	8	.....	.....	22	88
Child's association with stage people	.....	.....	.....	.....	21	21
Child has talent	.....	.....	.....	.....	10	10
Miscellaneous	.....	73	[1]880	21	.....	974
Total	3,252	1,588	2,203	45	53	7,141

[1] For more specific classifications of this group see Lettie Johnston's report, pp. 101-129 of this volume.

PER CAPITA INCOME OF FAMILIES WHOSE CHILDREN SECURED ORIGINAL GENERAL EMPLOYMENT PERMITS FROM THE BALTIMORE OFFICE OF THE BUREAU IN 1915.

Size of Family.	Number of Families.	Number of Persons in Families.	Number of Wage-Earners.	Wage-Earners Reporting Wages.		Weekly Wages or Other Known Cash Income.		Families Having Other Sources of Income, Amount Not Known.			Families Having No Visible Means of Support (Other Than the Prospective Wages of the Applicant).	
				No.	No. of Persons in Their Families.	Total.	Per Capita.	Total. No.	Per Cent.	No. Having No Wage-Earners.	No.	Per Cent.
2 and 3 members	338	750	301	210	591	$2,199.20	$3.72	55	16.3	38	32	9.5
4 to 6 members.	1,535	6,995	2,241	1,093	5,530	15,381.72	2.78	227	14.8	76	60	3.9
7 to 9 members.	1,116	8,072	2,062	833	6,679	13,126.69	1.96	153	14.	57	21	1.9
10 members and over.....	241	2,409	541	169	1,776	3,054.20	1.72	36	15.	11	1	0.4
For all families.	3,230	18,243	5,145	2,305	14,576	$33,761.81	$2.32	471	14.6	182	114	3.5

Twenty-two children were not in family groups, but in institutions.

NUMBER AND PER CENT. OF CHILDREN GRANTED ORIGINAL GENERAL AND VACATION PERMITS AND OF CHILDREN GRANTED STREET TRADES PERMITS BY THE BALTIMORE OFFICE IN 1915 WHOSE AGES WERE ATTESTED BY DOCUMENTARY EVIDENCE AND THE NUMBER AND PER CENT. WHOSE AGES WERE ATTESTED BY AFFIDAVITS.

		General.	Vacation.	Newsboys.	Other Street Trades.
1. Official Public Birth Records:					
Baltimore City		381	101	285	7
Maryland		49	21	21	..
Other States		20	11	27	..
Foreign		37	30	50	1
2. Church Records:					
Baptismal certificates		1,989	1,032	923	18
Bar Mitzwah record		42	13	10	..
Cradle roll		10	4	8	..
Confirmation certificates		5	..	27	..
3. Other Documents:					
Physician's or midwife's record		112	31	81	1
Passport		30	34	61	3
Immigration record		19	5	32	..
Naturalization papers		18	9	29	..
Bible or other family record		163	60	113	3
Miscellaneous records		29	12	17	..
All children presenting: Various classes of documentary evidence	Number	**2,904**	**1,363**	**1,684**	**33**
	Per cent.	**89.3**	**85.8**	**76.4**	**73.3**
4. Affidavits	Number	**348**	**225**	**519**	**12**
	Per cent.	**10.7**	**14.2**	**23.6**	**26.7**
Grand Total	Number.	**3,252**	**1,588**	**2,203**	**45**
	Per cent.	**100.**	**100.**	**100.**	**100.**

REASONS WHY CHILDREN WERE REFUSED PERMITS IN BALTIMORE CITY IN 1915.

Reason for Refusal.	General.	Vacation.	Newsboys.	Total Number.	Per Cent.
Below legal age	179	117	52	**348**	30.03
Below physical standard	7	21	1	**29**	2.50
Below educational requirement	774	a	8b	**782**	67.47
Total	960	138	61	**1,159**	100.00

a No educational requirement for vacation permit.

b Only requirement is a school record, failure to procure which ordinarily means that child's standing is not good, and teacher therefore refuses to give him the necessary "record."

SEX AND COLOR OF CHILDREN REFUSED PERMITS IN BALTIMORE CITY IN 1915.

Kind of Permit.	White.			Colored.			Grand Total.	
	Male.	Female.	Total.	Male.	Female.	Total.	No.	Per cent.
General.....	516	401	917	40	3	43	960	82.83
Vacation.....	72	63	135	2	1	3	138	11.91
Newsboy.....	53	2	55	6	.....	6	61	5.26
Total.....	641	466	1,107	.48	4	52	1,159	100.00

AGE OF CHILDREN REFUSED PERMITS IN BALTIMORE CITY IN 1915.

Age.	General.	Vacation.	Newsboy.	Total Number.	Per Cent.
Under 10 years.....	...	...	34	34	2.93
10 years.....	...	...	...	...	...
11 years.....	...	...	2	2	.17
Unknown but under 12.....	...	117	...	117	10.10
12 years.....	...	15	6	21	1.82
13 years.....	...	3	7	10	.87
Unknown but under 14.....	194	...	...	194	16.72
14 years.....	558	2	10	570	49.18
15 years.....	208	1	2	211	18.21
Total.....	960	138	61	1,159	100.00

BIRTHPLACE OF CHILDREN REFUSED PERMITS IN BALTIMORE CITY IN 1915.

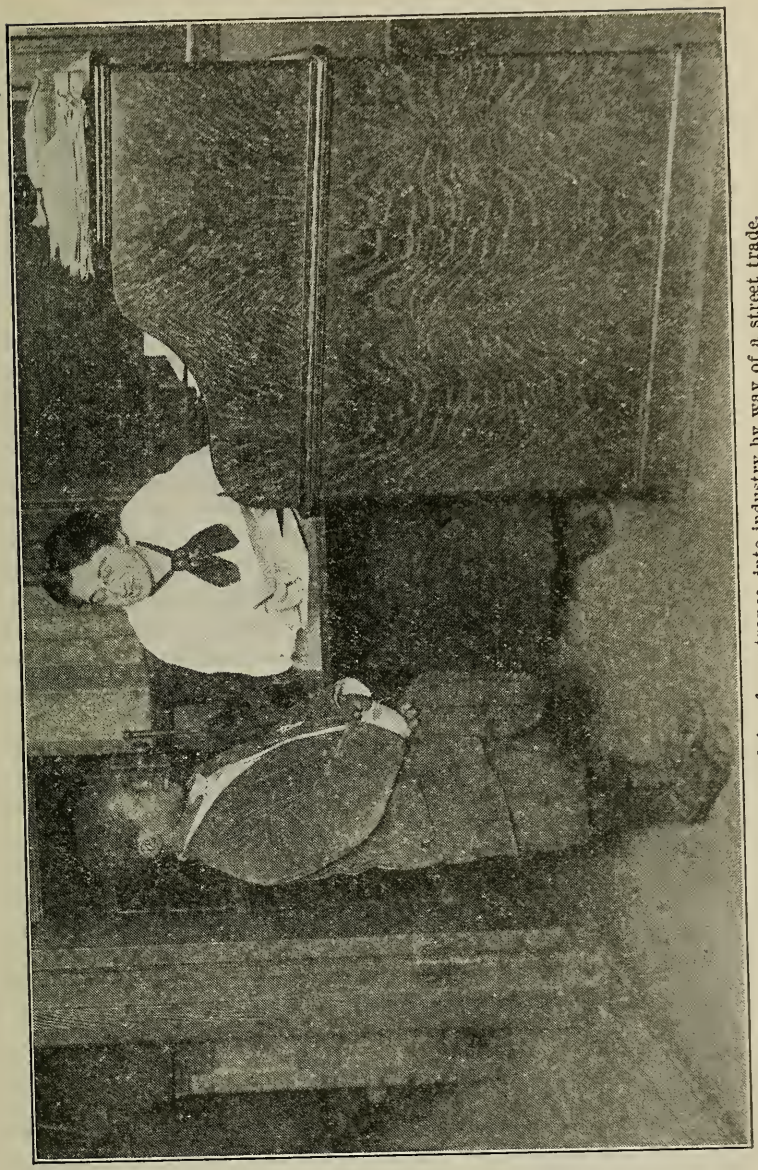
Birthplace.	General.	Vacation.	Newsboys.	Total Number.	Per Cent.
Baltimore City	636	92	34	762	65.75
Maryland, exclusive of Balto.	115	17	2	134	11.56
U. S., exclusive of Maryland	62	13	7	82	7.08
Outside of U. S.	139	15	15	169	14.58
Unknown	8	1	3	12	1.03
Total	960	138	61	1,159	100.00

RESIDENCE OF CHILDREN REFUSED PERMITS IN BALTIMORE CITY IN 1915.

Residence.	General.	Vacation.	Newsboys.	Total Number.	Per Cent.
Baltimore City	869	118	61	1,048	90.42
Baltimore County	76	11	...	87	7.51
Anne Arundel County	14	9	...	23	1.98
Howard County	1	...	...	1	.09
Total	960	138	61	1,159	100.00

GRADE COMPLETED BY CHILDREN REFUSED PERMITS IN BALTIMORE CITY IN 1915.

Grade.	General.	Vacation.	Newsboys.	Total Number.	Per Cent.
Never attended school	8	7	1	16	1.38
Ungraded class	2	..	1	3	.26
1st	7	10	2	19	1.64
2nd	20	18	10	48	4.14
3rd	88	36	14	138	11.91
4th	377	29	14	420	36.24
5th	374	19	6	399	34.43
6th	51	7	4	62	5.35
7th	14	1	..	15	1.29
8th	8	..	..	8	.69
Unknown	11	11	9	31	2.67
Total	960	138	61	1,159	100.00



Small merchant applying for entrance into industry by way of a street trade.

WHY CHILDREN SEEK NEW JOBS

In this and other reports attention has been called to the fact that the administration of a Child Labor Law presented a sharp cleavage between the discriminating and intelligent admission of children into industry and the supervision of those children after the State has assumed the responsibility of admitting them to the ranks of wage-earners. There are certain occupations which have been classed as dangerous. Children have been forbidden to perform these occupations during the State's period of guardianship. There are ample evidences, however, that this classification sorely needs revision, not only because the major part of the accidents entitling children to awards from the State Industrial Accident Commission, as well as the overwhelming majority of the minor injuries were performed while children were working in strict accordance with the terms of the permit, but because of the large number of children who seek new jobs because of the excessive physical demands of the old.

As pointed out in the general Introduction and Summary of this report, the reader should not overlook the fact that none of the minor injuries reported to the Industrial Accident Commission are serious enough to have caused loss of employment amounting to as much as two weeks; that in many cases the injuries were so trivial as to have called into question the necessity of making a report thereon at all. Furthermore, the proportion of minor accidents reported from one industry as compared with another is materially influenced by the personal equation. One employer reads the law calling for reports on all accidents at full face value. As a result a pin prick, a torn hangnail, everything, in fact, short of stubbing a toe, will appear upon the accident reports from this establishment. At the opposite extreme is the employer who reads into the law his own interpretation of what an accident is and makes his reports accordingly. From such employer comes only reports of accidents that cause an appreciable interruption to work and some perceptible injury to the person. However, it is also important to bear in mind that from the injuries as reported in this report (see table page 13) were eliminated all such as were too trivial to warrant the name and such as were manifestly not associated with the occupation.

It is not possible to make a close comparison in this report between the exact proportion of children employed in each industry and the proportion of the minor and serious injuries reported therefrom, because the number of permits of previous years which remained valid are not kept by industry, but by totals. By referring, however, to the number of permits issued in 1913, when all children in industry had to get permits renewed, and to the number of children entering and leaving each industry in subsequent years, it is possible to get a fair idea of the relative number of children in industry. The information, thus gained, though not so exact as to warrant insertion in a statistical table, is nevertheless sufficiently accurate to lend an arresting significance not only to the proportion of children sustaining minor and serious injuries in each industry, but to the proportion of children who leave jobs because the work required more than they could give. The information gained to date does not furnish a basis for conclusions, but it does furnish both a warrant and a claim for a careful inquiry into the working environment of the wage-earning child in Maryland. Furthermore, the data collected clearly suggest the course which such inquiries should take. For example: The first of the series of four tables which follow show the number of permits for new jobs—or subsequent permits—issued during 1915, and that the 3854 permits represented from the second to the eighteenth job held by the applicant. Disregarding the extreme cases, the table shows that a large percentage of the permits were for the third and fourth jobs, and that there were enough getting a fifth and sixth job to raise this question: Do Maryland industries give their child recruits the first lessons in "industrial floating," or has the child entered industry with the germ of the "industrial floater" in his system? The employer and the public alike hold a large stake in the effort to isolate and kill this germ, as the casual, unstable and restless wage-earner is costly to the employer and a seriously complicating factor in the larger problem of unemployment. The other tables in the series dealing with subsequent permits clearly indicate where a search should be made to find convincing answers to the questions raised by the numbers of children leaving old jobs for new.

NUMBER OF SUBSEQUENT PERMITS ISSUED DURING THE YEAR 1915.

(From the Records of Subsequent Permits Issued in 1915 by Baltimore Office of the Bureau.)

Permits Numbered.	Number.	Per cent. of entire number of subsequents issued.
Two	1,796	46.6
Three	992	25.7
Four	477	12.4
Five	240	6.2
Six	150	3.9
Seven	93	2.4
Eight	53	1.3
Nine	27	.7
Ten	17	.4
Eleven	4	.1
Twelve	1	(a)
Sixteen	1	(a)
Seventeen	2	(a)
Eighteen	1	(a)
Total number of subsequent permits issued	3,854	99.7

(a) Less than one-tenth of 1 per cent.

These tables summarize the results of the efforts of the Bureau officials to secure a careful description of the jobs which the children left in 1915, together with the reasons for leaving, both from the viewpoint of the employer and from the children. Unfortunately, the employers, as the tables will show, do not regard the question seriously. Not far from half of the employers gave no answer at all for the child's abandonment of the job. The next largest group of employers simply answered "left voluntarily." "Discharged" seemed to another large group of employers an adequate answer, though, of course, neither answer threw light upon conditions under which the child left the job.

The Bureau officials are under no delusion as to the value of the child's reason for leaving his position. There is, however, a value to these reports to which the public's attention is especially called. Thousands of children cannot agree to assign one reason for leaving one industry and another rea-

REASONS GIVEN BY EMPLOYERS FOR CHILDREN'S LEAVING JOBS DURING YEAR OF 1915.

(From Records of Subsequent Permits Issued by the Baltimore Office of the Bureau in 1915.)

Reasons for leaving job.	Number.	Per cent. of all subsequent permits.
None given	1,763	45.7
Left voluntarily	1,284	33.4
Discharged	463	12.0
Season over	121	3.1
Not employed	94	2.5
Duplicate or changed occupation	68	1.8
Dissatisfied with position	19	.5
Excessive physical demands	10	.2
Low wages	4	(a)
All other reasons	28	.7
Total	3,854	99.9

(a) Less than one-tenth of 1 per cent.

son for leaving another industry. When, therefore, a large proportion of the children seeking new jobs say they left old jobs in a certain industry because the work was too hard, because the hours were too long, because there was too much standing, too much lifting, and another large group leave other jobs because the wages are too low, or because the work is too irregular, the very momentum of numbers carries conviction and calls for a special study of those industries against which the children make such charges. To illustrate:

The tables which follow show that the largest group of permits for new jobs, amounting to almost one-third of the whole, bear the legend "services were no longer needed" as the reason for quitting. The seriousness of this situation as reflecting the irregularity of employment is manifest when it is understood that all of these children were working on general employment certificates. In other words, they had entered industry permanently and were in the market for steady jobs. Yet one-third of the permits showed that the jobs were shortlived. Why? A Bureau of Information and

REASONS GIVEN BY EMPLOYERS FOR CHILDREN'S LEAVING JOBS—ARRANGED ACCORDING TO INDUSTRIES.

(From Records of Subsequent Permits Issued by the Baltimore Office of the Bureau in 1915.)

Industry.	None given.	Left voluntarily.	Discharged.	Temp. employm't, season over, etc.	Not employed.	Duplicate or changed occupation.	All other reasons.	Dissatisfied with position.	Excessive physical demands.	Low wages. wages.	Total.
Mercantile. Department Store..	181	192	129	34	25	3	2	..	..	1	567
Mercantile. Retail Store.....	162	70	39	15	2	1	6	2	..	2	299
Mercantile. Wholesale.....	52	22	10	5	..	1	..	..	..	..	90
Office.....	40	26	15	2	1	..	..	1	1	4	90
Telegraph and telephone....	42	29	1	..	5	2	..	..	..	..	79
Clothing.....	357	240	78	4	21	53	2	4	3	4	766
Textiles.....	54	56	15	..	2	1	2	1	..	2	133
Confectionery.....	58	86	11	1	4	..	..	..	..	..	160
Copper, tin and sheet iron..	113	168	2	1	4	2	1	..	..	2	306
Paper box.....	41	43	2	..	..	..	..	..	..	1	87
Bottle stoppers.....	44	26	50	1	1	1	..	..	..	2	125
Glass.....	28	33	1	2	2	1	..	..	..	..	67
Straw hats.....	20	14	17	23	1	..	..	1	..	..	76
Artificial flowers.....	53	6	6	1	1	1	..	..	..	..	68
Printing.....	63	16	12	1	3	1	1	..	..	1	98
Canneries.....	156	35	2	11	5	1	1	..	..	2	213
Other industries.....	267	180	50	19	14	..	4	1	..	6	541
Wooden box.....	32	42	10	1	3	..	..	..	..	1	89
Total.....	1,763	1,284	463	121	94	68	19	10	4	28	3,854

Statistics can legitimately be called upon for an intelligent answer to this question. The information to date as to the irregularity of work for children is not sufficiently extensive or intensive to offer constructive suggestions or to permit of an intelligent conclusion, but it does furnish a compelling

NUMBER OF SUBSEQUENT PERMITS DURING THE YEAR 1915, GROUPED ACCORDING TO REASONS ASSIGNED BY CHILDREN FOR LEAVING SCHOOL.

(From the Records of Subsequent Permits Issued by the Baltimore Office of the Bureau in 1915.)

Reason for leaving last job.	Number.	Per cent. of all subsequent permits.
Not needed	1,198	31.1
Low wages	647	16.7
Excessive physical demands	645	16.7
Dislike for the work or place	374	9.8
Not given	233	6.0
Other reasons	757	19.7
All reasons	3,854	10.0

argument for going thoroughly into the subject in order to extract therefrom instructive data bearing upon the causes of irregularity in children's work.

Even more important to the State of Maryland is the table in the series which shows the proportion of permits granted for new jobs because of the excessive physical demands of the old. (See table on page 82.) The State is responsible for the health of its children whether at work, at home or at school, but its obligation to the children at work is increased because it has permitted them to assume the burdens of bread-winning—burdens which are for backs of older years. It is for the State to see that such burdens are not bearing the children down into physical deterioration.

An average of 17 per cent. of the new jobs were sought because in the old ones the work was "too hard," "too hot," called for "too much lifting," "too long hours;" there was "too much noise," "too much dust;" odors were too bad, etc. Standing alone as the proportion of all children who assigned such reasons for leaving jobs, the proportion would mean little or nothing. The same futility would attach itself to the figures if the general average of 17 per cent. for all children was repeated in the proportions in each industry. In either case the percentage might indicate the pro-

NUMBER AND PER CENT. OF CASES IN WHICH CHILDREN SOUGHT NEW JOBS BECAUSE OF THE EXCESSIVE PHYSICAL DEMANDS MADE BY THE OLD.

(From Records of Subsequent Permits Issued in 1915 by Baltimore Office of Bureau.)

Job Left. (Industry.)	Number leaving specified industry for all reasons.	Leaving because of excessive physical demands.	
		Number.	Per cent. which they are of number leaving specified job for all reasons.
1 Wooden box	89	33	37.8
2 Glass	67	25	37.3
3 Confectionery	160	38	22.5
4 Straw hats	76	13	21.1
5 Copper, tin and sheet iron	306	56	18 3
6 Offices	90	16	17.7
7 Clothing	766	135	17.6
8 Textiles	133	23	17.3
9 Mercantile	956	157	16.5
10 Telegraph and telephone	79	13	16.4
11 Artificial flowers	68	9	13.2
12 Printing	98	11	11.3
13 Bottle stoppers	125	7	5.6
14 Paper box	87	5	5.6
15 Canneries	213	9	4 2
16 Other industries	541	95	17.3
17 All industries	3,854	645	16.7

portion of children who make changes because of personal whims or because of deficiencies in normal physical endurance. The table, however, gathers interrogating interest from the fact that the per cents of old jobs left in the several industries because of excessive physical demands vary widely from the general average and from each other. Over a third of the children who leave their jobs in the wooden-box industry leave because the work is too hard. Almost the same proportion of children who leave the glass

NUMBER AND PER CENT. OF CASES IN WHICH CHILDREN SOUGHT NEW JOBS BECAUSE OF THE LOW WAGE PAID THE OLD.

(From Records of Subsequent Permits Issued in 1915 by Baltimore Office of Bureau.)

	Job Left. (Industry.)	Number leaving specified industry for all reasons.	Leaving because of low wages.	
			Number.	Per cent. which they are of number leaving specified job for all reasons.
1	Paper box	87	31	35.6
2	Offices	90	29	32.2
3	Clothing	766	170	22.2
4	Telegraph and telephone	79	16	20.3
5	Mercantile	956	182	19.0
6	Printing	98	17	17.3
7	Copper, tin and sheet iron	306	43	14.1
8	Wooden box	89	12	13.5
9	Straw hats	76	10	13.2
10	Textiles	133	16	12.0
11	Artificial flowers	68	5	7.4
12	Confectionery	160	9	5.6
13	Bottle stoppers	125	7	5.6
14	Canneries	213	9	4.2
15	Glass	67	1	1.5
16	Other industries	541	90	16.6
17	All industries	3,854	647	16.7

industry assign the same reason for seeking other work. The fact that the wooden-box industry, for example, loses only an insignificant proportion of its child wage-earners because of low wages (see table above), whereas it leads all the other industries in the proportion of children who leave because of excessive physical demands, stamps the reports of the children as worthy of consideration. It is not within reason that the children could enter into collusion to charge the wooden-box industry with making undue demands upon physical endurance; the paper-box industry with paying too low wages; the enameling industries with producing sickening fumes, etc. Childish exaggerations, aversions and predi-

NUMBER AND PER CENT. OF CASES IN WHICH CHILDREN SOUGHT NEW JOBS BECAUSE THEY WERE NO LONGER NEEDED AT THE OLD JOBS.

(From Records of Subsequent Permits Issued in 1915 by Baltimore Office of the Bureau.)

	Job Left. (Industry.)	Number leaving specified job in industry for all reasons.	Leaving because no longer needed.	
			Number.	Per cent. which they are of number leaving specified job for all reasons.
1	Canneries	213	148	69.5
2	Bottle stoppers	125	82	65.5
3	Artificial flowers	68	40	58.8
4	Straw hats	76	37	48.7
5	Confectionery	160	64	40.0
6	Mercantile	956	311	34.6
7	Copper, tin and sheet iron	306	99	32.4
8	Printing	98	28	28.6
9	Glass	67	18	26.9
10	Paper box	87	23	26.4
11	Clothing	766	155	20.2
12	Offices	90	15	16.6
13	Telephone and telegraph	79	13	16.4
14	Textiles	133	19	14.3
15	Wooden box	89	6	6.8
16	Other industries	541	140	25.9
17	All industries	3,854	1,198	31.1

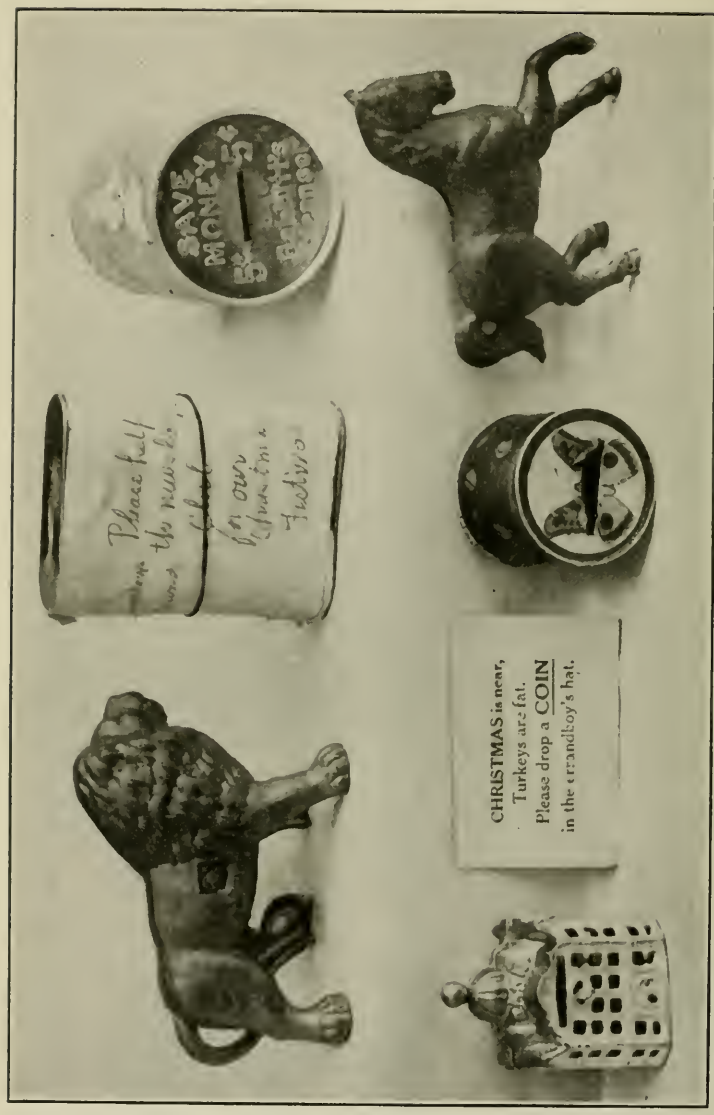
lections have doubtless entered into the degree of undesirability ascribed to the old jobs, but there can be no coherent conspiracies among the children concerning the kind of charges to be lodged against one industry as distinguished from another. This is the ground upon which a just claim rests for a careful study of the occupational demands made upon wage-earning children by the industries of the State.

Getting his weight and height.

NUMBER OF WEEKS WORKED AT LAST JOBS BY CHILDREN SECURING PERMITS FOR NEW JOBS FROM BALTIMORE OFFICE OF THE BUREAU IN 1915.

JOB (INDUSTRY) LEFT.	Less than 1 week.	1 week or more, but less than 2 weeks.	2 weeks or more, but less than 3 weeks.	3 weeks or more, but less than 4 weeks.	4 weeks or more, but less than 5 weeks.	5 weeks or more, but less than 6 weeks.	6 weeks or more, but less than 7 weeks.	7 weeks or more, but less than 8 weeks.	8 weeks or more, but less than 9 weeks.	9 weeks or more, but less than 13 weeks.	13 weeks or more, but less than 17 weeks.	17 weeks or more, but less than 22 weeks.	22 weeks or more, but less than 26 weeks.	26 weeks or more, but less than 31 weeks.	31 weeks or more, but less than 34 weeks.	34 weeks or more, but less than 39 weeks.	39 weeks or more, but less than 44 weeks.	44 weeks or more, but less than 48 weeks.	48 weeks or more, but less than 52 weeks.	52 weeks or more.	Total.	Unknown.	Did not work.	Grand total.
1. Manufacturing Establishments.																								
Men's and women's clothing	107	68	47	45	37	29	35	26	26	72	42	30	39	25	21	15	10	14	9	44	741	6	19	766
Copper, tin and sheet-iron products	22	24	24	19	12	24	18	5	13	36	25	14	16	10	8	6	3	3	6	11	299	3	4	306
Textiles	7	8	11	8	4	3	3	4	5	20	20	14	10	8	6	3	3	....	2	11	150	1	2	153
Bottle stopper	2	5	5	5	3	3	6	1	2	13	13	10	9	10	6	7	5	6	4	9	124	....	1	125
Confectionery	19	11	7	4	9	11	7	4	4	11	14	9	14	5	10	3	1	2	1	10	156	....	4	160
Wooden box	5	3	7	6	4	2	5	....	....	13	5	6	7	7	4	2	1	1	1	6	85	1	3	89
Paper box	11	6	7	7	1	1	3	3	....	10	9	3	8	3	5	2	3	3	....	2	87	....	....	87
Straw hats	2	3	1	4	3	1	....	4	2	3	6	3	5	4	5	7	11	2	2	7	75	1	....	76
Bread and bakery products	2	1	2	1	5	....	5	1	1	3	5	4	3	3	2	2	2	....	2	6	50	....	....	50
Furniture	2	2	3	2	1	2	2	1	1	5	2	4	1	2	2	....	....	....	1	2	35	....	3	38
Artificial flowers and feathers	1	3	8	3	2	6	3	1	....	10	6	5	4	3	4	5	....	....	....	1	65	....	3	68
Brushes	1	....	....	3	2	3	....	....	3	4	1	3	2	....	1	2	1	1	1	1	29	....	....	29
Brooms	2	1	2	....	2	....	2	3	1	3	4	1	....	....	....	....	....	....	....	1	22	....	....	22
Buckles and buttons	1	3	....	....	1	4	1	2	....	2	1	1	1	1	....	3	....	....	1	1	23	....	....	23
Glass	12	3	8	5	2	6	1	....	2	8	4	....	4	3	2	2	....	....	....	2	64	1	2	67
Umbrellas	2	....	2	3	1	....	....	....	2	2	....	....	....	....	1	....	1	....	....	3	17	....	1	18
Boots and shoes	....	1	1	2	2	....	1	1	1	1	2	1	1	....	....	1	1	....	....	1	17	....	1	18
Foundry and machine-shop products	....	....	....	1	....	....	1	1	1	2	4	....	....	1	1	1	....	....	....	1	14	....	....	14
Gas and electric machinery	....	3	1	2	3	....	....	....	1	2	1	....	3	1	....	3	....	....	....	....	20	....	....	20
Cigars	....	1	2	1	....	....	1	1	....	2	....	....	1	....	....	1	....	....	1	....	11	....	2	13
Baskets, rattan and willow ware	....	....	3	4	1	....	1	1	....	1	1	....	....	1	....	1	....	....	1	....	15	....	2	17

Mattresses and spring beds	2	1	1	....	1	....	....	2	1	2	....	....	....	1	2	1	1	....	....	....	15	....	....	15
Pottery	1	....	1	1	1	1	1	....	....	1	....	3	....	1	....	....	....	....	....	....	11	....	....	11
Jewelry, silver and plated ware	....	1	....	1	....	1	....	2	....	....	....	2	....	....	....	....	....	1	....	2	10	....	....	10
Harness and leather goods	2	2	....	....	3	....	1	....	1	1	4	....	....	....	....	....	....	....	1	....	15	....	....	15
Optical goods	....	2	....	....	1	....	....	....	....	1	2	....	....	....	1	1	....	....	....	1	9	....	1	10
Cigar boxes	3	....	....	2	1	....	....	....	1	....	....	1	....	....	....	....	....	....	....	....	8	....	1	9
Musical instruments	....	1	....	....	....	....	....	1	....	....	1	....	1	....	2	....	....	....	....	....	6	....	....	6
Games and toys	1	....	....	1	1	....	1	....	....	1	1	....	1	....	....	....	....	....	....	....	7	....	....	7
Iron and steel works	....	1	....	....	1	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	2	....	....	2
Total	207	154	143	130	104	97	98	64	68	229	173	114	130	89	83	68	43	33	33	122	2,182	13	49	2,244
2. Mercantile Establishments.																								
Department and other large retail stores	67	49	38	39	21	14	19	11	13	52	39	25	33	16	14	22	14	15	9	29	539	4	24	567
Small retail stores and market stalls	13	24	26	25	14	10	8	14	10	28	17	19	26	10	12	9	3	4	8	9	289	8	2	299
Wholesale stores	6	4	4	3	7	6	4	5	3	8	8	3	9	3	....	4	2	2	3	5	89	1	....	90
Total	86	77	68	67	42	30	31	30	26	88	64	47	68	29	26	35	19	21	20	43	917	13	26	956
3. Mechanical Establishments.																								
Canning	13	12	10	14	17	19	29	12	13	30	19	8	3	3	2	....	....	....	1	1	206	2	5	213
Printing and publishing	5	3	6	5	6	5	6	2	3	10	7	8	3	4	3	4	2	3	2	7	94	1	3	98
Packing drugs	2	....	1	2	1	....	....	....	2	3	1	1	....	1	2	....	3	....	1	4	24	....	1	25
Places of amusement	....	....	....	....	3	1	....	1	....	....	1	3	3	....	1	1	....	....	....	....	14	....	1	15
Laundry	3	2	2	1	2	1	....	....	2	2	1	1	....	....	1	4	....	2	....	1	25	1	....	26
Electrical contracting	2	....	....	....	....	....	....	....	....	1	....	2	1	....	....	....	....	....	....	1	7	1	....	8
Restaurant	2	1	2	....	....	....	....	....	2	1	....	1	3	....	....	1	1	....	....	1	15	....	....	15
Barber shop	....	1	1	1	1	1	1	....	....	....	....	....	....	....	....	....	....	....	....	....	6	1	....	7
Plumbing	....	1	1	....	1	....	2	....	....	1	2	1	....	....	1	....	....	....	....	....	10	....	....	10
Carpenter and builder	....	1	2	....	1	2	....	....	1	3	2	1	1	....	1	....	....	1	....	....	16	1	....	17
Total	27	21	25	23	32	29	38	15	23	51	33	26	14	8	11	10	6	6	4	15	417	7	10	434
4. Office service	2	8	5	6	3	4	4	1	2	17	4	6	4	5	4	2	2	1	3	5	88	1	1	90
Telegraph and telephone service	8	6	5	2	3	2	2	2	5	6	7	3	3	1	3	1	3	2	2	5	71	3	5	79
Transportation express	....	....	4	1	....	....	....	....	....	....	1	....	1	....	....	....	....	1	1	3	12	....	....	12
General miscellaneous	1	4	7	2	4	2	3	3	1	3	3	....	....	....	2	....	....	....	1	1	37	1	1	39
Total	11	18	21	11	10	8	9	6	8	26	15	9	8	6	9	3	5	4	7	14	208	5	7	220
Grand total	331	270	257	231	188	164	176	115	125	394	285	196	220	132	129	116	73	64	64	194	3,724	38	92	3,854



Begging devices used by newsboys for personal profit without authority or sanction other than that of the sentimental public. See Lettie Johnston's report, pp. 101-129.

REPORT OF MEDICAL EXAMINER OF MALE APPLICANTS IN BALTIMORE CITY

January 3, 1916.

Frank A. White, Esq.,
Chief, Bureau of Statistics and Information,
Baltimore, Md.:

Sir—I have the honor to submit the following report as Medical Examiner in this Bureau, for the period between September 21, 1915, and January 1, 1916.

The total number of boys examined during 1915 was 5863, and of this number 1843 were examined by me, the remaining number by either Dr. Travers or Dr. Goldberg.

The majority of boys which I was able to observe were considered physically fit to receive a permit. Undersize and weight has been the chief cause for refusing a permit, especially for factory work, and whenever a permit has been granted to a boy who shows imperfect nutrition, it has been made temporary to permit re-examination at regular intervals. One case of epilepsy applied for a permit, which was refused, and some cases of diseased tonsils were refused a permit, as a drastic method of compelling proper treatment of the throat conditions, but for the most part the boys were in good physical condition.

One of the most important and deplorable physical defects will be noticed at the head of the table of such defects, viz., carious teeth. Seven hundred and twenty-one boys had from one to ten carious teeth, as many more had lost from one to five teeth by extraction, while very few confessed to frequent use of a tooth-brush.

This condition of faulty mouths has been reported by physicians examining school children with the same results, and is of importance enough to warrant serious consideration in future modifications of labor laws.

Enlarged tonsils and adenoids are the next most frequent imperfection. Unless there is a distinctly diseased condition, it is not possible to compel treatment or refuse a permit, but it is gratifying to note an increase in the number of parents

who are willing to co-operate with the examiner and permit an operation.

During the latter part of December there appeared a large number of cases showing a distinctly catarrhal condition of larynx and pharynx, which continued throughout the first months of 1916.

Defective vision occasions either a temporary permit or absolute refusal of same, until a specialist has examined the case and prescribed glasses if required. The child is referred either to a stated list of hospitals and dispensaries or to reputable oculists for this treatment, no certificate from an optometrist being recognized.

Only seven cases of heart lesions were discovered, mostly functional murmurs, or valvular trouble well compensated.

Thirteen cases of defective hearing were recorded, none of them with full loss of hearing, and unfortunately none of them benefited by treatment.

Two cases of impetigo and as many cases of tinea capitis represent the entire number of skin diseases noted, though there was one case of very extensive scabies and severe eczema of the hand seen, the boy applying simply for an age certificate, therefore his case is not on record.

Fifty-nine boys have been referred to the Phipps Psychiatric Clinic for examination of their mental level, after failing to pass the fifth grade. It was found that this level varied from 8½ to 11 years in boys whose birth certificates showed them to be from 14 to 15½ years of age.

The law governing the issue of permits to children does not take into consideration their mental condition at all, and while the low-grade imbecile or high-grade idiot may never make application, the introduction of children with a distnct mental retardation or deficiency of slight nature into an industrial environment is an extremely serious question.

It was finally decided by the Medical Department and sanctioned by the Chief of the Bureau, that temporary permits be granted all such cases, provided the occupation was suited to the mental level of the boy and that careful study be made of their reaction to their work. While it is not possible to give more than tentative results at this time, it may be stated that, with few exceptions, every boy has shown

signs of physical improvement, and many of them appear to be brighter and more alert.

It is this class of children that demands the vocational school as the surest and best way of preparing them for wage-earners. Giving them permits of any kind is a makeshift until this innovation can be made a part of the school system.

The six cases of inguinal hernia show that two had a radical operation performed with successful results, and the other four cases were ordered to wear a truss.

The five cases of undescended testicles were refused their permits until operations had been performd. Two reported back with a surgeon's certificate.

The law requires the boy when changing his job to get a new permit, and this affords an opportunity to study the effects of various occupations upon the physical condition as well as a chance to discover symptoms of industrial disease or injury.

Almost every boy working in the tin box making industry shows scars of wounds made with the sharp edges of tin. Apparently there is no effort made by the manufacturers to protect or care for the wounds, and it would seem reasonable that they should be compelled to provide and apply first-aid treatment. No case of industrial disease reported during my term of service.

Very respectfully,

S. J. Fort.

TABLE SHOWING NUMBER OF CASES OF PHYSICAL DEFECTS—BOYS.

Carious teeth	721
Enlarged tonsils and adenoids	69
Phimosis	46
Defective vision	36
Defective hearing	13
Heart lesions	7
Abnormalities of chest	7
Hernia	6
Hutchinsonian teeth	2
Undescended testicles	5
Varicocele	1
	913

TABLE SHOWING NUMBER OF DISEASES FOUND IN FAMILY HISTORY—BOYS.

Measles	140
Scarlet fever	27
Typhoid	24
Varicella	17
Pertussis	46
Pneumonia	16
Diphtheria	12
Septicaemia	1
Gastritis	1
Chorea	1
Tubercular glands	1
Rheumatism	3
Epilepsy	1

REPORT OF MEDICAL EXAMINER OF FEMALE APPLICANTS IN BALTIMORE CITY

Mr. Frank A. White,
Chief, Bureau of Statistics and Information,
Baltimore, Md.:

Sir—According to the usual custom, I beg leave to submit my report, as examiner of female applicants, for the year ending December 31, 1915.

The work has proceeded in its usual manner, showing little variation. There were fewer reports of conditions attributed to occupation. This may have arisen from greater familiarity with the industries, and from the fact that the girls were in better physical condition.

There were in all 4463 examinations made. Of these, 1300 were for original permits, 1582 for subsequent permits, 1032 for vacation permits, 289 for age certificates, 260 were granted temporary permits and 84 were refused.

In those applying for original permits, regular and vacation, there were 479 physical defects found.

As will be seen by the appended table, eye conditions, diseases and defects of vision ranked first in number. Fully 90 per cent. of these were corrected by oculists, usually in one of the city dispensaries, thereby causing no outlay of money to the child except for the glasses. In a few instances these

were provided by charitable organizations. Diseased tonsils and adenoids ranked next in number. A large percentage of these, too, were corrected by operation in one of the many hospitals. A large number of the children who were under size and weight had tonsils and adenoids, and it is remarkable their rapid growth in height and weight after these were removed. There were a larger number of cases of pediculosis capitis than in other years. These were refused permits until the condition was corrected. Advice was given in the office, and in all cases gratefully accepted and followed. We are gratified to learn from many employers that not one case has been brought to their attention for over three years, where formerly this was not uncommon. About 50 per cent. of those examined had carious teeth. In many cases there was only one. In one case every tooth was carious. One girl had two complete sets in her upper jaw, the first teeth lying over on and embedded in the gums. One girl of 15 years and 7 months had all of her third molars, and every tooth in excellent condition.

Many of the 50 per cent. who had no caries showed excellent teeth and beautifully kept. Those applying for subsequent permits showed decided improvement in the care of the teeth. Having been told at the initial examination that their teeth needed attention, returned with them filled and clean, having lived up to their promise "to have this done when they could earn some money."

Loss of weight was noticed in many of those applying for subsequent permits. This loss ranged from one to six pounds. The loss in the majority of cases could not be attributed to occupation, but rather to the much walking the girls did in going to and from work, their physical condition otherwise being good.

Some reported slight and some serious illnesses, several having had scarlet fever, many having had grippe during the early winter.

The condition giving us the greatest concern was mental defect and retardation.

We have long felt that it is not enough simply to diagnose a girl as having a mental age of eight, nine or ten years and then allowing her to compete with her normal sister of fourteen years. The race is unequal; the strain too great. We

have felt that no feeble-minded girl under sixteen years of age ought be allowed to enter any industry. After sixteen years the State has no jurisdiction over them.

Certainly an industry where a girl is not under actual guidance is no place for a restoration case.

This condition of feeble-mindedness needs guidance from the medical and psychological as well as from the pedagogical and sociological side.

The State owes the child something more than to be thrown on its own resources when it has reached the age of fourteen years without being able to complete the required school grade.

Our attempt to keep the feeble-minded under observation by having them report every few months is but a makeshift.

What is needed is a laboratory where these children can be studied and then directed. If the great linen industries of Biehfeld have done so much for the epileptics of Germany, surely our splendid State of Maryland can do something similar for these unfortunate children who turn to her. It is a question whether these girls shall be trained to be useful women or recruit the armies of the unfortunate.

Respectfully submitted,

ANNA S. ABERCROMBIE,
Medical Examiner.

All cases of pediculosis were refused. All returned corrected.

In the cases of malnutrition, 6 gave family history of tuberculosis.

The unvaccinated all returned vaccinated. Ninety-eight per cent. of these came from the counties.

All the cases of organic heart disease gave histories of previous illness.

Four had rheumatism. One girl had two attacks of rheumatism.

Three had history of diphtheria, scarlet fever and typhoid fever.

Two gave a history of typhoid fever.

One gave a history of chorea.

One gave a history of severe attack of whooping-cough. Fifty per cent. of the girls had carious teeth.

PHYSICAL DEFECTS FOUND IN EXAMINATIONS FOR ORIGINAL PERMITS.

Abscess	5
Acne	9
Alopecia Areta	1
Anemia	3
Appendicitis	1
Chorea	1
Coxalgia	5
Deafness, partial	5
Dermatitis, ven	1
Eczema	1
Goitre	3
Impetigo	3
Laryngitis	1
Malnutrition	34
Mentally retarded	18
Mutism	1
Nasal catarrh	10
Organic heart disease	11
Pediculosis capitis	13
Psoriasis	1
Pyorrhoea Abreolaris	1
Rheumatism	1
Ringworm	3
Scoliosis	1
Dislocation of shoulder (old)	1
Defective speech	1
Diseased tonsils	28
Diseased tonsils and adenoids	58
Diseases of eyes and defective vision	244
Trachoma	1
Unvaccinated	12
Warts	1
	479

	General.		Vacation.					
	Original.	Subsequent	Original.	Subsequent.	Age.	Temp.	Refused.	Physical Defects.
Girls examined	1,300	1,582	611	427	289	260	84	479

AVERAGE HEIGHT OF CHILDREN GRANTED GENERAL (ORIGINAL) PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915, ARRANGED BY AGE GROUPS.

Age Groups.	Average Height.					
	Male.			Female.		
	Number Examined.	Height.		Number Examined.	Height.	
		Feet.	Inches.		Feet.	Inches.
14 years to 14½ years...	906	5	⅝	647	5	1⅛
14½ years to 15 years...	490	5	1⅝	343	5	1⅜
15 years to 15½ years...	316	5	2¾	185	5	1⅜
15½ years to 16 years...	255	5	3⅛	110	5	1⅝
14 years to 16 years.....	1,967	5	1½	1,285	5	1⅛

AVERAGE WEIGHT OF CHILDREN GRANTED GENERAL (ORIGINAL) PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915, ARRANGED BY AGE GROUPS.

Age Groups.	Average Weight.			
	Male.		Female.	
	Number	Weight (Lbs.)	Number	Weight (Lbs.)
14 years to 14½ years.....	903	94	646	101
14½ years to 15 years.....	487	100	341	102
15 years to 15½ years.....	314	102	190	103
15½ years to 16 years.....	252	106	107	105
14 years to 16 years.....	[1]1,956	98.6	[2]1,284	102

[1]Weights of 11 boys unknown.
[2]Weight of 1 girl unknown.

STAGE OF MATURITY OF CHILDREN GRANTED GENERAL (ORIGINAL) PERMITS BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915, ARRANGED BY AGE GROUPS.

Age Groups.	Pre-pubescent	Pube-scent	Post-pubescent	Total
Male—14 years to 14½ years....	383	518	3	904
14½ years to 15 years....	146	343	3	492
15 years to 15½ years....	70	293	7	370
15½ years to 16 years....	23	155	7	185
Total.....	622	1,309	20	[2]1,951

	Not Matured	Matured	Total
Female—14 years to 14½ years..	247	397	644
14½ years to 15 years..	104	237	341
15 years to 15½ years..	38	143	181
15½ years to 16 years..	17	96	113
Total.....	406	873	[1]1,279

[1]Six females unknown.
[2]Sixteen males unknown.

Report of the State Board of Health on Occupational Diseases.

In accordance with the provisions of the law of 1912, there is submitted in the following table the detailed reports on occupational diseases made to this Bureau by the State Board of Health.

DISEASES DUE TO ORGANIC AND INORGANIC DUST AND HEATED ATMOSPHERE.

Nationality.	Age.	Sex.	Occupation.	Diagnosis.	Symptoms.	Previous Diseases.
American....	Not given; adult	Male	Miner and merchant	Cap. bronchitis	Bronchial asthma and cardiac hypertrophy	None
American....	14 Y. 2 M.	Female	Carrier	Heat exhaustion	Fainting, nausea, dry skin, intense weakness, headache	Measles
American....	14 Y. 2 M.	Female	Floor girl	Bysinossis	Sputum laden with lint, m. m. throat and nose cong., nose bleed	Measles
Irish.....	69	Male	Miner	Miner's asthma	Asthma	None
English.....	55	Male	Glass stopper grinder	Bronchitis	Irritable cough	None
American. ..	14	Female	Helper to china decorator	Toxaemia	Fever, nausea, intense headaches	Measles, typhoid fever
American....	54	Male	Miner	Miner's asthma	Dyspriven, cough	None reported

DISEASES DUE TO METALLI C POISONS AND FUMES.

Nationality.	Age.	Sex.	Occupation.	Diagnosis.	Symptoms.	Previous Diseases.
American....	58	Male	House painter	Lead poisoning	Colic, blue line on gums Tuberculosis pulmonalis followed	None reported
American....	14 Y. 4 M.	Female	Feather-maker	Toxaemia	Nausea, vomiting, gastric pain, headache, dizziness	None
American....	14	Female	Turner-in	Toxaemia	Nausea, vomiting, dizziness	Measles, typhoid fever
American....	15 Y. 5 M.	Female	Turner-in	Toxaemia	Nausea, severe gastric pains, loss of appetite	Measles, headaches; buphritis; eyes refracted; glasses
American....	15	Female	Trimmer	Toxaemia	Headaches, nausea, vomiting, intestinal cramps	Measles. Note — Has always bitten the thread

OCCUPATIONAL DISEASES DUE TO FATIGUE.

Nationality.	Age.	Sex.	Occupation.	Diagnosis.	Symptoms.	Previous Diseases.
American....	15	Female	Examiner	Asthenopia	Intense headaches, nervousness	Measles, diphtheria, scarlet fever, eyes refracted, glasses
American....	15	Female	Trimmer	Asthenopia	Headaches, blurring of vision	Measles
American....	15	Female	Operator	Exhaustion	Pains in side, stooped shoulders	Measles, tonsilitis
American....	15	Female	Floor girl	Exhaustion	Nausea, vomiting, headaches; so nervous had to cry	Chorea, measles
American....	14 Y. 9 M.	Female	Presser	Amenorrhoea	Menses ceased; nervous	Scarlet fever
Russian Jew.	15	Female	Baster	Myalgia	Muscles painful, drawn up	None
American....	14 Y. 8 M.	Female	Operator	Lumbar myalgia	Severe and constant pain in lumbar muscles	None
American....	15	Female	Messenger	Myalgia	Intense pain in muscles of back, legs and feet	Measles
American....	14	Female	Operator	Neurosis	Nervous, hands trembled	Measles, scarlet fever, typhoid fever; speed increased a natural tendency to nervousness
American....	14 Y. 5 M.	Female	Messenger	Muscle strain	Severe abdominal pain when carrying heavy packages	None

OCCUPATIONAL DISEASES DUE TO LOW TEMPERATURE.

Nationality.	Age.	Sex.	Occupation.	Diagnosis.	Symptoms.	Previous Diseases.
American....	15	Female	Packer candy	Amenorrhoea neuralgia	Menses ceased, constant headaches, always cold	None

ACCIDENTS DUE TO OCCUPATION.

Nationality.	Age.	Sex.	Occupation.	Diagnosis.	Symptoms.	Previous Diseases.
American....	15	Male	Helper	Infection of hand	Pain, swelling, pus	None
American....	15	Male	Floor boy	Incised wound of thumb	Wound of thumb	.....

NEWSBOYS AND OTHER STREET TRADERS

LETTIE L. JOHNSTON.

Until four years ago nothing was known about street traders in Maryland, except that they existed—an unregulated army of little people on the city streets. It was in 1912 that there was first included in the Child Labor Law passed at the Legislature of that year a clause "forbidding boys under 14 years of age and girls under 16 years of age, in any city having a population of 20,000 or over, to be employed or permitted or suffered to work at any time as a bootblack or in any other trade or occupation performed in any street or public place, or in the distribution of handbills, circulars or any other articles, *except newspapers, magazines and periodicals.*" Another section of the same law forbade "boys under 12 and girls under 16 in a city having a population of 20,000 or over to distribute, sell, expose or offer for sale, newspapers, magazines or periodicals in any street or public place." A further exemption was stipulated in the same law for that group of boys who served newspapers on a regular route. This class might engage in the trade at any age and at any hour, provided it was not during school hours and provided they delivered papers to home, store or office address. Newsboys were thereby exempt from the protection and supervision provided for other street traders, and route servers were to be exempt from that afforded the regular newspaper seller. Thus was the Bureau given the responsibility of licensing and regulating, in addition to its working children of 14 and 15 years of age, another group of child workers—street traders—with three distinct classifications within the group—newsboys, route servers and boys selling articles other than newspapers.

The law passed in May and took effect in December, 1912. The administration of the law, therefore, covered only a period of one year, 1913, when the Legislature met for another session and amended the law to admit to the trade the 10 and 11-year-old boy as street newsboys, with the same exemption for boys of any age in route service. By this Act the State assumed the additional care of about 700 more street traders, the total number increasing from 1553 in 1913 to 2248 in 1914.

Neither the original law of 1912 nor the amended law of 1913 made any specific provision for the administration of

the section pertaining to street traders. Since the street trader is a child worker without an employer or a place of occupation, inspection means covering the whole city's area and supervising every individual boy, and since his requirements for a permit are not the same as for children engaged in other occupations, the form and task of licensing the boys within the office must vary from that of the children regularly at work. The street trader in no way conforms to the method of licensing or regulating other child workers. The experience of two years—1913 and 1914—proved that this group of children could not be regulated as a part of the whole army of working children through the staff of child labor and factory inspectors; hence in November, 1914, a special agent was appointed by the Chief of the Bureau for the regulation of all street trades. It was from the experience of the year following—1915—that the material for this report was obtained.

The Trade.

According to the literal reading of the present law, street traders are bootblacks, distributors of handbills, circulars and other articles, and those engaging in any other trade or occupation performed in a street or public place. Bootblacking as a trade for children is unknown in Baltimore, and few boys are found distributing circulars, except as an occasional occupation. Out of the total number of applications for street-trade permits there have been only 45 for trades other than newspaper selling, less than 2 per cent. of the

NUMBER OF NEWSBOYS AND OTHER STREET TRADERS LICENSED IN BALTIMORE CITY IN 1915.

Kind of Street Seller.	Age of Boys at Time of Licensing.						Total.	Per cent.
	10 years.	11 years.	12 years.	13 years.	14 years.	15 years.		
Boys selling newspapers only.....	306	404	480	502	367	144	2,203	.98
Boys selling newspapers and other articles.....	...	...	...	...	23	22	45	.02
Total.....	306	4 4	480	502	390	166	2,248	100.00

total number licensed. This group of 45 is made up of fruit venders, hucksters, water boys (boys who carry water for public-construction workers), jitney-bus conductors and boys who sell candy at a special season, such as street sellers of Christmas cards and tree ornaments.

The term *street trader,* though undefined by the present law, has been interpreted by the Bureau to mean any occupation performed in the street or public place, including all boys working at any occupation without an employer, or in a place removed from his employer or office wherein the permit is filed. With the regular working children, the permit is issued to an employer for a specified job. Generally speaking, the street trader has no employer or place of employment. In a few instances, as specified above, the employer with whom the permit must be deposited is so far removed from the working child that the child can produce no proof of his permission to work. For example, the owner of a jitney bus employs both the driver and the conductor. If the conductor is a boy of 14 or 15, he must have not only a working permit filed with his employer, but a street trader's license that he may carry with him as his protection. In addition to a written permit to all street traders, there is issued a badge with a corresponding number which the child must wear in a conspicuous place while working. This is a guarantee to all with whom he may come in contact that he is a regularly licensed minor legally employed. It likewise saves for him the embarrassment and loss of time that would be involved in producing for the inspector or other officer a written permit as proof of his permission to work. Messenger boys and errand boys have not been classed as street traders, although performing most of their work on the street, for the reason that they do spend some time on the premises of the employer and can be identified by the inspector.

Since only 2 per cent. of all street traders in Baltimore are engaged in occupations other than selling papers, the remainder of this discussion will deal entirely with newsboys, although for purposes of record the tables will show the figures for both. Because of the fact that the State looks upon its street sellers as child workers in that it has legislated for their regulation and protection, the Bureau of Statistics and

Information has felt that the public would desire to know more about this group than in previous years, and since newsboys constitute 98 per cent. of this group, and 14 per cent. of all children that work throughout the State, concentration upon the subject of newsboys and newspaper selling will not seem unwarranted.

With exception of canneries, the newspaper industry uses the energy of a higher per cent. of children than any other one industry, and secures them at an earlier age. The child of 12 may work in the canneries and the boy of 10 may sell papers on the city streets. This utilization of the earning power of the child would not be possible if depending alone upon the industry to employ it. It is the blind and sympathetic public who create the demand for quick and frequent serving of newspapers and who pet and foster the little hustler eager to render the service. And in the absence of any enlightening facts about the newsboy and his trade, the custom of having him in our midst has become one hard to change. It is an American custom almost entirely, at least no other country finds the street newsboy so necessary as the United States does, and it is the American boy who is supplying the demand. The life of the street satisfies the desire in the boy for varied and stimulating activity and nets him

BIRTH AND NATIONALITY OF NEWSBOYS AND OTHER STREET TRADERS LICENSED IN 1915.

Kind of Street Trader.	Birthplace.			Nationality.			
	U. S. A.	Outside U. S. A.	Total.	American white.	American colored.	Foreign	Total.
Newsboys.....	1,768	435	2,203	877	280	1,046	2,203
Per cent.....	80.25	19.75	100.00	39.80	12.71	47.49	100.00
Other street traders.....	35	10	45	12	4	29	45
Per cent.....	77.7	22.3	100.00	26.66	8.89	64.45	100.00
Total number.....	1,803	445	2,248	889	284	1,075	2,248
Total per cent....	80.2	19.8	100.00	39.5	12.6	47.9	100.00

Nationality means birthplace of father. For specified nationalities, classified by ages, see page 126.

profits besides. It is small wonder, then, that the American boy who will always seek adventure and thrills responds to the call of the street in the proportions shown in the foregoing table.

The motives which prompt children to sell newspapers differ very little from those from which children enter other industries. Sixty-eight per cent. of working children 14 and 15 years of age are going to work for economic reasons, and 60 per cent. of newsboys 10 to 16 years of age are selling papers for the same reasons.[1]

The newsboy, then, even though he is younger and exchanging his playtime only for profits, takes his place in the ranks of the child workers of the State and is looked upon by his family as a contributor to the family budget.

The reasons for boys selling papers are grouped as the boys or the parents have stated them. Their value, therefore, lies only in an interpretation through a comparison with the status of the families and the per capita income.

As seen by the table on following page, 60 per cent. are selling from an economic pressure within the family. Of this number, 47 per cent. of the families, according to the statement of the parent, needed a supplemental income; that is, this group of families were compelled to call upon the children's earning capacity; 11 per cent. of the boys felt that they should be contributing something toward self-support in order to relieve the financial burden of their families, and a little over 1 per cent. were selling to make possible a higher education. The remaining 40 per cent., or 37.6 per cent., since there are no reasons recorded for 2.4 per cent., were prompted to enter the trade from purely personal motives. In this group are found very few—1.9 per cent. selling from the commendable motive of earning money to be saved and a little larger percentage, 4.5 per cent., selling for the purpose of earning spending money. The large part of this group—31 per cent., or almost one-third of all the boys selling—gave the pathetic reason of "needing occupation or something to do." To have parents look to a commercial interest for entertaining their boys is a reproach upon our municipal recreational facilities.

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[1]See Aimée Guggenheimer's report, page 70.

REASONS FOR BOYS BECOMING NEWSBOYS AND OTHER STREET TRADERS IN BALTIMORE CITY IN 1915.

Reasons.	Newsboys.								Other Street Traders.			Grand total.	Per cent.
	10 years.	11 years.	12 years.	13 years.	14 years.	15 years.	Total.	Per cent.	14 years.	15 years.	Total.		
I. Economic Pressure:													
Family income needs supplementing....	146	175	224	241	183	69	1,038	47.1	14	9	23	....	....
Self-support.....	29	38	66	64	36	22	255	11.5	..	1	1	....	....
To pay for further education.....	3	5	4	7	9	2	30	1.4	..	..	..	....	....
Total.....	178	218	294	312	228	93	1,323	60.0	14	10	24	1,347	59.91
Average weekly earnings..	..	..	..	..	..	..	$1.41	....	..	..	..	....	....
II. Personal Desire:													
For occupation or pastime.....	103	150	142	147	103	38	683	31.0	3	5	8	....	....
To save money.....	4	10	11	10	3	2	40	1.9	..	..	..	....	....
For spending money	11	17	20	25	22	7	102	4.5	1	..	1	....	....
Total.....	118	177	173	182	128	47	825	37.6	4	5	9	834	37.11
Average weekly earnings..	..	..	..	..	..	..	$1.23	....	..	..	..	....	..
Reasons not given.....	10	9	13	8	11	4	55	2.4	5	7	12	67	2.98
Grand total.....	306	404	480	502	367	144	2,203	100.00	23	22	45	2,248	100.00

The two great driving forces that are impelling boys into the newspaper trade, viz., that of contributing to the family income and that of satisfying a desire for real play (78 per cent. of all the number) are the same reasons that the public uses to justify the continuance of the street seller of papers. The earnings of the newsboys do not justify his being in the trade to the same degree as the reasons for his selling. The group who claim to be selling for economic reasons show weekly earnings averaging $1.43, while those who are doing it for pleasurable occupation are earning on an average of $1.38. The total average for all boys is only $1.35, with three-fifths of the boys earning less than $1.50 a week.

Nor is there found any more justification for putting the financial burden on the boy in the figures on the family status. (See page 128.) 1776 newsboys, or 80 per cent. of the total number, come from families with both parents living, while only 345, or 15 per cent., represent families with the breadwinner dead or away or not contributing. Not one newsboy stands as the sole individual of earning capacity within the family.

If 1038 families (according to table on page 106) do need a supplemental income, why is it that the average earnings of this group amount to so little? Is it not because the total amount of earnings possible from the daily sale of papers is divided among such a large group of boys, 40 per cent. of whom do not need the money, but are in the trade for the sport of it? Could not fewer boys handle the trade quite as efficiently and justify the energy expended by larger profits?

A study of Table on Earnings of Newsboys, page 124, will show the wide range of the earnings of all boys. The weekly earnings are found to go below 50 cents a week and as high as $3.50 and over. More than one-third are earning less than $1 a week, three fourths less than $2 and only one-twelfth earning more than $3.

These small earnings of a large proportion of the boys may be attributed to the fact that over 75 per cent. of all newsboys are under 14 years of age, and that there are an unnecessary number of boys in the trade.

The majority of the boys are newsboys selling after school hours. Only 62 boys out of the total number applied for per-

mission to sell papers all day. This is granted for the same qualifications as children desiring to leave school to enter other industries. As the above figures indicate, few boys upon reaching the age of 14 and finishing the fifth grade are held by the attraction of newspaper selling. They prefer other occupations with more certain earnings. The uncertainty of the day's profits, together with the public opinion, almost amounting to a stigma, that selling papers is a small boy's job, causes heavy losses in trained and efficient service for the newspaper industry.

Every year a large percentage of newsboys give up their licenses to enter other occupations. The trade seems to hold the boy for one or two years, after which he finds other occupations more enticing. (For the number of boys holding badges for one, two and three years, see page 125.

During 1915, 554 boys abandoned the trade for the reasons shown below:

REASONS FOR LEAVING THE TRADE ASSIGNED BY NEWSBOYS IN BALTIMORE CITY DURING 1915.

Reason.	At the age of 10	At the age of 11	At the age of 12	At the age of 13	At the age of 14	At the age of 15	At the age of 16	Total.
*Not desiring to sell	4	10	61	58	41	19	..	193
Going to work on a regular permit	..	..	..	..	124	54	..	178
Going to work on a vacation permit	..	..	9	18	22	12	..	61
†16 years of age or beyond licensing age	..	..	..	..	..	..	122	122
Total	4	10	70	76	187	85	122	554

*For the classified reasons of this group see page 109.

†At the age of 16, and upon the return of his badge and license, a newsboy is given a certificate stating his age and granting him permission to work or to engage in a street trade without further qualifications. The Bureau has no method of ascertaining the number of boys selling papers beyond the age of 16.

The group "Not Desiring to Sell" includes all those boys who drift in and out of the trade for a variety of reasons, such as "too cold," "didn't like it," "afraid of cars" or "nothing in it," the different reasons actually numbering more than 50 in all. The classified reasons for the total number in this group are as follows:

The trade fails to interest him	74
The trade does not pay enough	28
Parents object	37
The trade consumes too much time	30
Left the city	24
	193

Since practically the only qualification for a newsboy is that of age, boys enter the occupation with little thought or purpose and leave it with quite as much lack of reason. Evidence of this has already been noted in the reasons for selling papers.

The "over 16" group represents those boys over whom the law no longer has control. At that age each boy is given upon the return of his badge a certificate of age and a button (for wearing if he continues to sell papers), both of which serve as his guarantee that his age has once been established and is on record at the office of the Bureau.

The third group of nearly one-half of all who have discontinued selling are the boys who, upon reaching the age to qualify for a working permit, prefer any other occupation to newspaper selling. These number 239 in all—61 going to work after school hours and 178 working full time on a regular permit.

LENGTH OF TIME IN TRADE OF NEWSBOYS WHO HAVE DISCONTINUED SELLING PAPERS IN BALTIMORE CITY IN 1915.

Specified time in Trade.	Age at Time of Leaving Trade.							Total.
	10 years.	11 years.	12 years.	13 years.	14 years.	15 years.	16 years.	
6 months and less.	3	..	15	13	27	11	18	87
6 mos. to 1 year..	1	6	25	23	33	9	8	105
1 to 2 years.....	..	4	30	40	59	26	21	180
2 to 3 years.....	..	..	..	..	68	39	75	182
Total.....	4	10	70	76	187	85	122	554

At the age of 14 there are 187 boys abandoning the selling of papers, over two-thirds of whom have had experience at the trade for one or two years. Three hundred and sixty-two boys of all ages with the experience of one and two years are lost to the trade annually. What is the reason for this shift in the trade? Some of it, perhaps a large part of it, may be due to general unrest of children in industry and their instability as workers. Some of it may be due to the attitude of the public, who have stamped the trade as a temporary one; still more may be attributed to the attitude of the newspapers, viz., that it is a profitable pastime for small boys. Not a small part of the argument, however, for this group preferring other occupations may be found in the contrasted earnings of the two groups.

WAGES OF 239 BOYS WHO HAVE LEFT NEWSPAPER SELLING FOR OTHER EMPLOYMENT AND THE WAGES PROMISED IN THE OCCUPATIONS ENTERED.

Age at Time of Leaving Trade.	Wages in Selling Papers.			Wages in Other Occupations.		
	Highest.	Lowest.	Average.	Highest.	Lowest.	Average.
13	$1.75	$0.40	$1.05	$6.25	$0.75	$2.08
14	5.00	.25	1.45	6.60	2.00	3.58
15	6.50	.50	1.77	6.50	2.00	3.66
All ages	....	....	1.53	....	....	3.40

This table does not present a clear-cut comparison, for the reasons that:

1. Wages in selling papers are those actually received, while wages in other occupations are those expected.

2. With the exception of the 13-year-old boys, who may work out of school hours only at any occupation, the boys selling papers may be spending the whole day or a few hours only, while the same boys entering other occupations work a full day.

The table is inserted here to illustrate the fact that boys of 14 and 15 years will not be satisfied with the chance of a wage equal to that of other occupations. An assured wage

of $2 a week, with the possibility of its increasing to $6.50, is naturally more enticing than the chance of earning as high as $6.50 or as low as 50 cents. The boy of 10 and 11 is very much more apt to hold in mind his maximum earnings in newspaper selling and to lose sight of his lowest. With the boy of 14 the reverse is true. The possibility of earning a small amount looms up before his vision very much more impressively than the chance of the maximum earnings. Also his motive for earning money has changed. He begins to think seriously of a career and to seek a trade with a future in it. Sadly enough the next occupations in which he engages have no more brilliant future than newspaper selling, but contain at least the promise of a definite weekly wage and of classifying him with recognized wage-earners. Hence, the newspaper industry, which has allowed itself to be made the plaything of boys of play age, are forced to lose annually a group of workers beginning to have earning capacity and possessing the experience and training that should bring greater returns for the newspaper industry than for any other.

The following table shows the industries that are securing newsboys and the occupations that hold the greatest attraction for the boys who have once sold papers:

OCCUPATIONS OF NEWSBOYS WHO HAVE LEFT THE TRADE OF NEWSPAPER SELLING IN BALTIMORE CITY DURING 1915.

Occupation.	Industries.					
	Mercantile.	Mnfg. factories.	Canneries.	Telegraphy.	Miscellaneous.	Total.
Bundle boy, errand boy...	40	17	..	..	7	64
Messenger boy.....	3	..	..	26	1	30
Preparer and skinner.....	..	..	18	..	..	18
Helper.....	4	12	3	..	4	23
Office boy.....	..	3	1	..	11	15
Floor boy.....	4	6	..	..	..	10
Clerk.....	8	..	..	..	..	8
Miscellaneous.....	7	17	4	..	43	*71
Total.....	66	55	26	26	66	239

*Miscellaneous, made up of 41 different occupations in 31 different industries.

1. Badge permitting sale of newspapers after school hours only.
2. Badge permitting sale of newspapers during all hours between 6 A. M. and 8 P. M.
3. Badge permitting sale of articles other than newspapers after school hours only.
4. Badge permitting sale of articles other than newspapers during all hours between 6 A. M. and 8 P. M.

Administration and Regulation.

In giving the Bureau authority to license and regulate this new group of working children, the Legislature failed to provide the ways and means either for the routine work of securing their permits or for the task of street inspection. The one officer authorized to issue permits has a task sufficiently large when called upon to issue regular and vacation permits to children ranging in number from 300 to 1400 a month. (See page 45.) To have the additional work of issuing permits and badges to 2248 street traders, averaging 185 a month and ranging from 36 to 975 a month, meant doubling her speed and overtaxing her strength, in spite of which there were still long delays that were hard for the boys and parents to understand. Hence, in fairness to all concerned, the inspector felt justified in giving a large share of time to the routine work involved in the issuing of licenses.

During the months of January, February and March, when every boy licensed in 1914 came, as required by law, to renew or return his badge and license, almost no time was spent in street inspection, and again in June and July, when the boys, free from school duties, were attracted to the trade in large numbers, time was again taken from inspection to insure for the boys as prompt and efficient service as possible.

Inspection involves accurate recording and following up of cases, and in the absence of any such clerical assistance the inspector was compelled to devote much time to this phase of the work. It followed, therefore, that for every day's inspection there must be a day spent in the office, and that there could be no season during the year when the whole time could be given over to continuous or concentrated inspection.

If this division of time and energy has resulted in a less complete regulation of the trade, perhaps the deficiency is balanced by a more comprehensive and intelligent understanding of the task of licensing 2248 street merchants, and of the cost to the State in time, energy and money to maintain this group of children in industry.

With the territory allotted to one inspector measuring 31 square miles, and the hours at which the boys sell extending from noon to midnight and from midnight to noon, there

could not be thorough or frequent inspection of any section. Inspection has meant following the boys on the street and into all the places that attract them. It has meant covering all the hours at which papers are published and knowing the conditions in all the offices and distributing centers of every paper. It has been necessary not only to pursue the violator of the law, but to spend much time in giving encouragement to the law-abiding newsboy. Recognition of the boy with the badge plainly displayed proved quite as important as the admonition for the boy who forgot his badge, and the time spent in conversation with a group who had quit selling at the proper hour just as profitable as that spent in ascertaining names of those selling during forbidden hours. The streets have not been policed so much as they have been studied, and the newsboy violating the law has received less attention than the one honestly plying his trade.

This method has not resulted in clearing the streets of all violators, nor has it been the aim for the first year of street trades inspection in Maryland. To dignify the trade for the boy and to standardize methods of administration and inspection have been the two tasks undertaken. In one year, an achievement of these ends has not been possible, but at least there has been laid a foundation for future regulation upon facts and knowledge acquired through a study of the trade.

According to the present law, a licensed newsboy is considered a violator who sells before 6 in the morning or after 8 o'clock at night, and who sells during the hours the public schools are in session. If a boy is 14 and has finished the fifth grade he may, upon request of his parent, secure a square badge, which entitles him to leave school and to sell during the day. Only boys over 16 may sell later than 8 P. M. or earlier than 6 A. M.

The greatest number of violators found were those selling without a license. In a large proportion of these cases the fault was due to ignorance of the law. A letter to the parent giving the requirements of the law brought these boys into the office to secure the necessary badge. The next largest number were those selling after 8 P. M. The streets at that time of the night present an attraction that few boys are able to resist. They are permitted by law to sell until 8 P. M., and

then ordered to quit. It is just at that time that the streets are most alluring, and the boys are not to be blamed if they satisfy a hunger for thrills. The few papers left over will always gain admission to the saloon or cafe, and frequently a free seat in the moving-picture parlor or theater. These hours hold attractions especially for the boy who wants an exciting bit of life, and his appetite, once aroused, is not easily satisfied with anything less stimulating.

VIOLATIONS OF NEWSBOYS LICENSED TO SELL IN BALTIMORE CITY IN 1915, AND THE METHOD OF DISPOSITION.

Kind.	Warned on street.	Parent notified.	Parent and boy summoned to Bureau.	Summons to Juvenile Court.	Summons to Police Court.	Total.
Unlicensed	31	162	7	..	1	201
Selling during school hours	2	37	7	..	..	46
Selling after 8 P. M.	9	45	44	3	1	102
Selling before 6 A. M.	6	10	3	..	..	19
Not wearing badge	13	70	7	1	..	91
Selling to unlicensed boys	1	12	4	..	..	17
Total	62	336	72	4	2	476

The boys selling after 8 P. M., except for those found out on special occasions, such as election night, are either the ones who are "stuck" with papers or who are held by the attraction of the street. The boy selling before 6 A. M., however, is an entirely different type; there is during these hours a commercial attraction that is siezed by boys eager to increase their profits. At 1.30 and 2 A. M., when the first edition of Baltimore's morning papers is ready for sale, it is not unusual to find boys of 10 and 12 catching the trade of the travelers on the all-night cars, especially on Saturday night and during the summer season. The route servers, boys who either for themselves or as employes of older boys or men, deliver papers to homes, must likewise be out and get their papers very early in the morning in order that every customer may find the morning news on his door-step not later than 5 or 6 A. M. The routes owned by older boys or men cover so much territory that they need assistance in serving their customers. A small boy can be hired very

cheaply, and under the existing law a route server is exempt from the regulations applying to newsboys, and can therefore engage in the trade at any hour.

In the light of a few weeks of experience, it became very clear that regulation of the trade must mean more than inspection on the street; that is, that it could not depend alone upon the inspector finding and eliminating every individual violator. Both for the purpose of getting through with the job as well as for the educational value to the community, it was necessary to secure co-operation from the existing institutions who are equipped to assume a large share of the work involved.

This was forthcoming to a gratifying degree from the police department, the schools, the school attendance department, probation officers and various neighborhood agencies, all of whom were called upon to report violations and to co-operate in the interest of the boy. A boy found selling dur-

"Nothing else to do."

ing school hours, for example, was promptly reported to his teacher as well as to his parent, and if a repeated truant the attendance officer was consulted. Frequently when prosecution was necessary it was done on the ground that he was a truant and the selling of papers during school hours brought in as a piece of evidence. Many boys found out late at night were already on the Juvenile Court records on parole to the probation officers, and could be summoned on the charge of violating the parole. In some instances the probation officer sent for the boy on an informal summons, thereby avoiding a regular court summons for him and his parents. The policemen and attendance officers as they traveled their daily rounds discovered and reported many violators. It was largely due to this kind of co-operation that violators could be disposed of without resorting to prosecution.

Prosecutions have been fewer during 1915 than in any pre-

Directed play on the City Hall Plaza May 1 to September 1, 1915.

vious year. Not only is the law weak in its specifications of violators and penalties, but the community does not yet regard the newsboy as a child in need of the protection of the courts.

The boy selling in violation of any of the provisions of the law is deemed "delinquent and may be arrested and dealt with according to law." In 1914, 208 boys were summoned before the Juvenile Court and warned by the judge. In 1915 only four were brought before the Juvenile Court. Since this provision of the law permitting a Juvenile Court summons specifies no penalty, the Judge of the Juvenile Court has ruled that a warning represents his ultimate authority.

There is in the law a provision by which the agent or person furnishing newspapers may be held responsible and prosecuted, but which is useless for checking violations, since, in the words of the law, such person must first have knowledge "that such minor intends to sell said article." In 1913, when warrants were sworn out for three distributors of papers, under this section of the law, the Grand Jury indicted all three cases and ruled that "unless the boy sold his papers before he bought them it would not be possible to prove what he intended to do with them." (See Labor Bureau of Statistics, 1913, page 95.)

"The parent, guardian, custodian or whoever having a boy under his control may be," according to the existing law, punished by a fine of $50 or less for permitting or suffering such child to violate the provisions of this act. However, with the prevailing public sentiment towards the newsboy, this fine has rarely been imposed. Twenty-two out of 578 violations in 1913 and 14 out of 328 in 1914 were brought in under this section and fined by police magistrates. The fine was not higher than $1 and costs. In 1915 only 6 cases were prosecuted under any provisions of the law, 4 by bringing children to the Juvenile Court and 2 by summoning the parent before a police magistrate. In no case was a fine imposed.

Little or no effort has ever been made to give the community the social perspective as regards newsboys, with the result that the community assumes no responsibility for the child on its streets other than to pity him or to patronize

him; therefore, the courts, which will always reflect public opinion, cannot carry the full burden of disposing of violations. Until the thinking people of the community can be trained to look upon the juvenile street seller as a child in industry, catering to the public need at a sacrifice of his physical and moral self, the courts will not regard him as a minor in need of guidance and protection. A charge against a boy of 12 or 13 of selling papers without a badge, or selling during school hours, or even of selling at two in the morning is noticeably insignificant in the eyes of the judge, and perhaps is not the offense, measuring act by act, that are the others he is called upon to hear. The judge sees before him only a boy innocent in his youth and a parent already overburdened with poverty and trouble. It takes a far-reaching social conscience to see in the violation of that boy a step in the direction of juvenile crime, or a hindrance in his progress towards a fully developed manhood. The method of the Bureau, therefore, has been to deal with each violation as a matter of responsibility resting upon the boy or parent, and to call upon the courts only when the parents fail to measure up to this responsibility. If the boy is violating the law by selling without a license, the parent is notified and given due time to procure for him the license. When he is given his badge, he and his parent are instructed as to the rules and conditions upon which he holds the badge, and warned that if he sells in violation of any of these provisions he forfeits the right to hold the badge. The parent is likewise told that if the child sells in violation of the law that he or she is the one that will first be held responsible and that in the absence of the proper control in the mother and father, the boy will be taken to court and dealt with as a "minor without proper care."

The newsboy is a worker at a trade without a boss or supervisor, and the mother has no way of knowing whether the boy is selling honestly or in violation of the law. She should not, therefore, be held responsible until given an opportunity to know and to dispose of the violation herself. And so if the boy continues to sell in violation of the law after notifying his parent by registered mail, he and his parent are summoned to the Bureau for a conference on ways

and means of disposing of the violation, with the result that both boy and parent understand the law and its purpose and are able to prevent further trouble. As seen by table on page 115, only 6 cases were disposed of through the courts.

This method has resulted not only in a finer spirit of co-operation among the boys, but has carried with it to some degree the education of the community. The administration of the law, as an end unto itself, fails of its highest purpose. With it must go the education of the people of the community for whom the laws are enacted, and whose support is essential for the upholding of the standard. Just as legislation fails without thorough administration, so will efficient administration fall down without an attempt to educate and to socialize the community.

What, then, has the State gained by tolerating the boy in the trade of newspaper selling? If the trade is to be looked upon as a wage-earning occupation for boys whose families need an additional income, should not regulation carry with it protection for boys with earning ability? If it is but the expression of the boy's play energy, why is there not forthcoming from the State, by means of regulative measures, protection from the physical and moral dangers of the street? Under the existing conditions neither the child who sells papers to earn a little towards his family's support nor the child who uses the street trade to express his play energy gets a square deal. The former is unprotected from the competition of younger and incompetent sellers and the latter is unprotected from physical and moral dangers; whichever is to be the attitude toward the trade, that of a wage earning occupation or a profitable and instructive pastime, the State must reckon the cost in maintaining its 2000 or more juvenile street traders. Not only does the newsboy increase the State expense of administering the Child Labor Law to the amount of over $2500 a year, but he is found again taxing the State as one of its public charges. Twelve and one-half per cent. of Baltimore newsboys are to be found on the docket of the Juvenile Court. Ninety-five per cent. of the school children committed to the Parental School for repeated truancy have been newsboys or street traders. Forty-three per cent. at the

Three to one—the kind of competition that reduces earnings.

Maryland Industrial School (a reform school partially supported by the State) have engaged in some street trade.**

Newsboys are constantly being injured by accidents while plying their trade, and when, as frequently does happen, one of these accidents is fatal, little or nothing is said about it. Every boy injured or killed is an indictment against the State which allows and encourages boys to engage in an occupation full of dangers and with no protection.

In August, 1914, a newsboy was killed by an automobile while jumping from an electric car. In view of the fact that this was the third fatality to newsboys within 10 days as a result of jumping from moving cars, the Public Service Commission took under consideration the advisability of issuing an order prohibiting the railway company from allowing newsboys to sell on cars not equipped with safety doors. It was learned upon inquiry that this was not within their power, but a matter for the Legislature or for the Mayor and City Council to decide. Furthermore, it was discovered that there was already in existence an ordinance in Baltimore City making it unlawful for any unauthorized person to ride on the platform of a street car, but containing at the same time the express proviso that this shall not apply to newsboys pursuing their vocation. (Records Public Service Commission.)

We have in Maryland, therefore, the lack of protective legislation for the minor selling papers, as well as very positive legislation in favor of the newspaper industry. The State grants the newspaper business the use of the energy of the 10-year-old boy and throws no protection around the boy while thus serving the industry. Other industries, except canneries, mercantile establishments, offices and places of amusement, may not use even the out-of-school hours of the boy earlier than 14 years, and if the amendments to the Child Labor Law to be presented to the next Legislature pass, *canneries* and *newspapers* will be the only industries thus favored.

**Figures obtained from study based on personal interview with the boys at the Parental School and the Maryland Industrial School during January, February, March and April, 1915, and from Juvenile Court records during that same period.

A route server—a newsboy who means business.

The General Assembly of Maryland at its 1916 session will be called upon to change the law regulating newsboys. There will be introduced an amendment prohibiting boys under 12 from selling papers on the streets and boys under 10 from serving newspapers. This will mean exclusion from the trade of the 10 and 11-year-old boy, except for those who deliver papers between the hours of 3.30 and 5.30 P. M. No boy under 10 years of age may serve the newspaper industry at any time or in any capacity.

Assuming that this one step towards taking the small boy off the street and out of the industrial field is to be successful, it need not be difficult to take the next one, namely, to give all newsboys and other street traders the same status as all working children, and to assure them the same degree of protection from the exploitation of the commercial interests.

CLASSIFIED WEEKLY EARNINGS OF NEWSBOYS LICENSED IN BALTIMORE CITY IN 1915 ARRANGED ACCORDING TO AGE.

Weekly Earnings.	No. at 10 Yrs	No. at 11 Yrs	No. at 12 Yrs	No. at 13 Yrs	No. at 14 Yrs	No. at 15 Yrs	Total	Per Cent
Less than 50c.....	21	29	29	23	13	3	118	8.79
50c. to 99c.....	38	86	93	95	66	15	393	29.28
$1.00 to $1.49.....	25	62	76	99	55	17	334	24.89
$1.50 to $1.99.....	14	31	38	51	48	17	199	14.83
$2.00 to $2.49.....	10	9	27	41	37	12	136	10.13
$2.50 to $2.99.....	2	4	5	17	11	9	48	3.58
$3.00 to $3.49.....	1	2	6	13	21	3	46	3.43
$3.50 and over....	1	1	4	8	28	26	68	5.07
[a]Total Number Reporting.....	112	224	278	347	279	102	1,342	100.00
Average Weekly Earnings.....	$ .98	$1.00	$1.17	$1.32	$1.71	$2.25	$1.35	

[a]This number is exclusive of 861 boys securing licenses for the first time during 1915,—just entering the trade,—hence unable to state their earnings. All other boys, when receiving their license for the second or third time, have estimated their weekly earnings on the basis of two, one or less than one year's experience.

NUMBER OF NEWSBOYS AND OTHER STREET TRADERS LICENSED IN BALTIMORE CITY IN 1915 FOR ONE, TWO AND THREE SUCCESSIVE YEARS, CLASSIFIED BY AGE.

[a]Time.	Newsboys.							Other Street Traders.			
	10 Yrs.	11 Yrs.	12 Yrs.	13 Yrs.	14 Yrs.	15 Yrs.	Total.	14 Yrs.	15 Yrs.	Total.	Grand Total.
First year.....	220	192	215	162	68	27	884	13	17	30	914
Second year.....	86	212	264	194	99	33	888	5	1	6	894
Third year.....	....	....	1	146	200	84	431	5	4	9	440
Total.....	306	404	480	502	367	144	2203	23	22	45	2248

[a]According to law, a newsboy's license expires annually on January first. The time specified in this table, therefore, does not mean full calendar years.

PLACE OF BIRTH OF NEWSBOYS AND OTHER STREET TRADERS LICENSED IN BALTIMORE CITY IN 1915 CLASSIFIED BY AGE.

Place of Birth.	Newsboys.							Other Street Traders.			
	10 Yrs.	11 Yrs.	12 Yrs.	13 Yrs.	14 Yrs.	15 Yrs.	Total.	14 Yrs.	15 Yrs.	Total.	Grand Total.
Baltimore.....	198	278	328	368	224	91	1487	18	14	32	1519
Maryland outside of Baltimore.....	18	21	24	22	25	16	126	..	1	1	127
United States outside of Maryland..	32	31	29	25	33	5	155	1	1	2	157
Outside United States.....	58	74	99	87	85	32	435	4	6	10	445
Total.....	306	404	480	502	367	144	2203	23	22	45	2248

NATIONALITY OF NEWSBOYS AND OTHER STREET TRADERS LICENSED IN 1915 IN BALTIMORE CITY, CLASSIFIED BY AGE.

Nationality.	Newsboys.							Other Street Traders.			Grand total.	Per cent.
	10 years.	11 years.	12 years.	13 years.	14 years.	15 years.	Total.	14 years.	15 years.	Total.		
American, white	113	168	190	212	142	52	877	6	6	12	**889**	39.55
Hebrew	106	124	133	127	113	43	646	5	5	10	**656**	29.18
German	4	18	24	29	17	5	97	2	2	4	**101**	4.49
Polish	4	3	9	11	10	1	38	1	..	1	**39**	1.73
American, colored	32	42	61	65	52	28	280	1	3	4	**284**	12.63
Italian	20	22	26	22	8	7	105	5	5	10	**115**	5.11
Bohemian	4	9	14	9	3	2	41	..	..	..	**41**	1.82
Irish	6	4	3	8	9	1	31	..	..	..	**31**	1.38
Lithuanian	9	4	10	9	8	1	41	1	..	1	**42**	1.86
English	2	1	..	4	..	2	9	..	..	..	**9**	.44
Hungarian	..	1	1	2	1	..	5	1	..	1	**6**	.26
Others	6	8	9	4	4	2	33	1	1	2	**35**	1.55
Total	306	404	480	502	367	144	2,203	23	22	45	**2,248**	100.00

PER CAPITA WEEKLY INCOME OF FAMILIES OF NEWSBOYS LICENSED IN BALTIMORE CITY IN 1915.

Size of Family.	Weekly Income of Family.					Weekly Income from Newsboys' Earnings.			
	Number of Families	Number Families Reporting Wages	Number Persons in Families Reporting Wages	Total Amount Weekly Wages	Per Capita	Number Newsboys Reporting Earnings	Number With Earnings Unknown	Total Amount Weekly Earnings	Average Weekly Earnings
2 and 3 members.....	190	136	373	$1,250.76	**$3.35**	121	69	$139.91	**$1.15**
4 to 6 members.....	1,030	780	4,033	10,953.57	**2.71**	622	408	805.57	**1.29**
7 to 9 members.....	822	670	5,214	10,300.05	**1.97**	491	331	696.06	**1.42**
10 members or over..	153	130	1,396	2,515.10	**1.80**	100	53	180.05	**1.80**
Unknown.....	8	...	....	.....	...	8	...	.....	...
For all families....	2,203	1,716	11,016	$25,019.48	**$2.27**	1,342	861	$1,821.59	**$1.35**

FAMILY STATUS OF NEWSBOYS AND OTHER STREET TRADERS LICENSED IN BALTIMORE CITY IN 1915, CLASSIFIED ACCORDING TO AGE.

Status of Family.	Newsboys.							Other Street Traders.			Grand total.
	10 years.	11 years.	12 years.	13 years.	14 years.	15 years.	Total.	14 years.	15 years.	Total.	
I. Two Parents:											
Both own parents	257	327	390	391	294	117	1,776	15	19	34	1,810
Father—step	4	5	10	9	7	4	39	1	..	1	40
Mother—step	..	..	..	2	3	..	5	..	..	..	5
Both—step	..	..	1	..	..	..	1	..	..	..	1
II. One Parent in Family:											
Father away	12	16	24	30	10	4	96	2	1	3	99
Mother away	..	..	..	1	..	..	1	..	..	..	1
Father dead	22	46	45	69	38	14	225	5	2	7	232
Mother dead	2	3	3	5	5	1	19	..	..	..	19
Step-father away	1	2	2	..	..	..	5	..	..	..	5
Step-father dead	..	..	..	..	..	..	..	..	..	..	..
III. Child Lives with Relatives or Friends:											
Father dead	1	..	..	..	..	..	1	..	..	..	1
Both parents dead	7	2	3	1	5	2	20	..	..	..	20
Father living — stepmother	..	..	..	..	..	1	1	..	..	..	1
Both parents living	1	..	..	1	1	..	3	..	..	..	3
Father away	..	2	2	2	3	1	10	..	..	..	10
IV. Child in Institution:											
Both parents dead	..	..	..	..	1	..	1	..	..	..	1
Total	306	404	480	502	367	144	2,203	23	22	45	2,248

SPECIFIED NUMBER OF PERSONS IN FAMILIES OF NEWSBOYS LICENSED IN BALTIMORE CITY IN 1915, CLASSIFIED ACCORDING TO AGE.

Size of Family.	10 Yrs.	11 Yrs.	12 Yrs.	13 Yrs.	14 Yrs.	15 Yrs.	Total.
2 members.....	5	9	12	14	8	3	51
3 members.....	17	28	25	33	33	3	139
4 members.....	34	47	70	70	28	20	269
5 members.....	47	65	81	79	63	20	355
6 members.....	57	76	87	91	64	31	406
7 members.....	64	66	82	68	60	25	365
8 members.....	38	56	63	66	49	14	286
9 members.....	23	32	31	48	23	14	171
10 members.....	9	14	13	20	24	8	88
11 members.....	9	9	10	7	5	5	45
12 members.....	..	2	3	4	6	1	16
13 members.....	1	..	1	..	1	..	3
14 members.....	..	..	..	1	..	..	1
15 members.....	..	..	..	..	..	..	..
Unknown.....	2	..	2	1	3	..	8
Total.....	306	404	480	502	367	144	2,203

CHILDREN ON THE STAGE

In reviewing the year's work of the child on the stage we find that in numbers it far surpasses the year previous. Seventy-six applications were made in 1915, 70 of which were granted and 6 refused; as against 44 in 1914, 37 granted and 7 refused. These were not all "stage children" as we term them, as one play alone, "The Blue Bird," used 22 local Baltimore children. As will be shown in Table A, 53.95 per cent. of all applications were local children. This leaves us to consider after all only 46.05 per cent. as "professional children." While 76 applications were made, only 59 children were involved; one received 4 permits, 2 had 3, 10 had 2, and 46 only 1. These 76 applications were not for 76 different shows, but for only 28; 1 called for 22, 1 for 7, 2 for 6, 1 for 4, 2 for 3, 4 for 2 and 17 for only 1.

The schooling of local children is seemingly not interfered with on account of being called into a play; it nevertheless upsets them from the routine of their work; for instance, most of the local children in 1915 were used in one theater which had a daily matinee in addition to the night performance, this being for a whole week. If the child went to school at all in the morning, please consider the state of its mind at its desk in anticipation of the afternoon and evening. These children, who were mostly small, were undoubtedly accustomed to being in bed by 9 o'clock or sooner; here is a break in their rest for a whole week. Another consideration is that children are usually engaged a week ahead of the actual appearance, and it is most natural that another week's good work will be lost by getting over the excitement. Here we have an interruption of three weeks—one in eager anticipation, one in exciting realization and one in nervous recovery and relaxation. It is much like the patriotic citizen's Fourth of July spree; it takes him a day to prepare, a day to be drunk and a day to get over it. Take three weeks out of the child's 40 of schooling, and it has lost 7½ per cent. of the whole school year. You may say "ridiculous argument," but the facts remain just the same. If this happens to the local child, what might we expect from the traveling or professional child? Their schooling is even more interfered with.

There is nothing to the argument that children are tutored on the road; cases are rare indeed. Due entirely to the fact that stage children's schooling is much interrupted, there has recently been started in New York city, under the auspices of a theatrical organization known as The Rehearsal Club, a professional children's school where stage children can attend at such times as they are not on the road but back in New York. They are likely to be called any day into a play, and this offers an opportunity for individual study, as the school is ungraded. We quote from their pamphlet a history of the club and its functions:

The Rehearsal Club.

The Rehearsal Club was started to fill a great need among the women in the theatrical profession, for good food at moderate prices, for a place to rest and to pass the time between engagements with managers, which usually had to be spent on the street.

The clubrooms and Cafeteria were formally opened on July 1, 1913, with about 25 members. It has increased steadily until the present time, when there are 358 members, who pay 25 cents a month for the privilege of belonging to the club.

The Club.

The Club offers to its members many opportunities in different directions. There they hear of possible engagements from each other, for they are most unselfish in passing on information which may be helpful to others. It offers also a splendid meeting-ground to exchange ideas regarding the profession, which is advantageous to the inexperienced. It is also used as a permanent address for forwarding mail, etc.

The Cafeteria.

The Cafeteria has more than proved its necessity. Good, substantial home cooking, at moderate prices, is offered every day between 11.30 A. M. and 2.30 P. M. At the present time there is a daily attendance from 150 to 200.

The School.

There is a school also for the children on the stage. Because of their road engagements the children have little opportunity to go to school, and many of them can neither read nor write. At present there is an enrollment of 102 children. The school is filling a great need of the profession, for its influence is reaching the families as well as the children, and it is one of the most successful features of the Club. Classes are also held in the afternoon in French, singing, dancing and sewing.

We wish to call attention to the statement that because of their road engagements they have little opportunity to go to school, and that many of the children can neither read nor write. The writer visited this school recently and saw several children who had been in Baltimore and had permits from this Bureau; since this visit two of the scholars have been here in plays. The school is opened in the Assembly Hall at 10 in the morning with singing, prayer and Scripture reading, at the close of which the scholars go to different departments. I well recall one of the courses in spelling. In this room were four grades, and the teacher would call first grade and give them a word; second grade another word; third grade another, and fourth grade still another, and then back to the first again. School closes at 1 o'clock, in order that the children who have engagements can have luncheon and get to the matinees by 2 o'clock. The director in charge of the school said that they rarely ever had as much as 50 per cent. of the total enrollment in attendance at any one time. She also said that moving pictures were seriously cutting into the attendance, as the children were called to work as early as 8.30 in the morning and could not get to school at all. She was very emphatic in the statement that if regulation was needed in any profession it was in the moving pictures.

The work is hard, hours long, and in many cases under conditions against the child's physical welfare. When one is seated in one of our well heated and in every way comfortably equipped moving-picture parlors, do we for a moment stop to consider the hardships in many instances experienced by the child shown before us on the screen. Analyze a pic-

ture as it is being shown, and you will see what physical endurance is required to produce the desired effect. After all, the pay is poor except to the "movie star," who is paid a fabulous sum and the underlings in the case just as poorly paid. Thousands are on the waiting lists to get into the "movies." In this respect it does not differ from other industries—always more applicants than positions.

Maryland up to the present time has not been called upon to consider the child in the moving-picture industry, but protective legislation should be enacted in advance of its introduction in our midst, which is sure to be later. The subject is a deep one, and the writer has but skimmed the surface.

No statistical study was made of the child in "amateur night," as was done in 1914, at which time it was determined that the only thing needed was prohibitive legislation, which could not be had for over a year. Conditions, however, have not changed, and it is the Bureau's purpose to introduce legislation which will entirely abolish the "amateur night" practice. It has been admitted by several theater managers that it is a question whether or not it is a paying proposition to the house. If no good can be found in it anywhere, then why should it be allowed to exist?

One point rather difficult of enforcement is the age of the child. In all other industries where a permit is issued, documentary proof is required. If it is not immediately available the case is held up. This rule would not work with the stage child, as the performance is booked for a given time and no delay could be considered, the children never coming for the permit until the day of the opening performance. Permits are issued to children for speaking parts or an appearance between the ages of 6 and 16 years, and after that they are not required; so it matters little about age except in the prohibited parts such as singing, dancing, juggling, acrobatic, playing on musical instruments, etc. In some States children under 16 years of age are not allowed on the stage at all. This has produced a condition among some of the booking agencies of New York who have legitimate birth and baptismal certificates under seal on tap for the child who is not 16 and who is likely to drift into some of the prohibited States. For instance, Johnnie Jones is only 14; he is given

a certificate which belongs to Billie Smith, who is 16, and is sent out on the road as such. In this particular connection it might be appropriate to relate one of the Bureau's experiences. In the fall of 1913 a company came to one of Baltimore's theaters which required seven children in the cast. During the week previous word was telephoned to the Bureau that a show would be on the next week and some permits would be needed. On Monday, the opening day, the manager came to the Bureau with seven girls and stated that they were all over 16 and produced certificates in all but one case, which would be received probably before the end of the week and was for the girl who was taking the leading part. She looked about 16, and was allowed to go on, as a permit would have been issued even if under 16. Some of the girls looked to be not over 14, but as certificates under seal were produced, the only course left for the Bureau would be to require identification if such were necessary. The Bureau had the home addresses of these girls, and their cases were investigated at such times as the Chief happened to be in New York, which was frequent in the fall of 1914.

It was later found that only one child was over 16, and that a Scotch girl who had been in this country less than a year. After the first performance of this play the writer expressed his views about children on the stage, which were not favorable, and one girl came back with the query as to where a girl could earn as much money as was being paid to stage children. Six of these were getting $18 per week and the leading girl $25. She said that in her particular case she was trying to save her money in order that she might complete her education, and hoped to have enough at the close of that season. She asked if this could be done from the savings of a factory or store girl, and concluded with the remark that she would some day advise the Bureau that she had carried out her plan.

All track of this girl was lost until the latter part of 1915, when a postal was received from her asking if I had ever heard from the other members of the company, and stating that she was at school completing her education as planned. Two years had elapsed, and it was thought that as she had left the stage, probably for all time, and had seen fit to intro-

duce herself again, that she might be willing to make an "honest-to-goodness" confession about the ages of the seven girls. Receipt of her postal was acknowledged and a letter of general inquiry addressed to her. She responded promptly as follows:

"Dear Mr. White:

"Your letter pleased me ever so much. I hope to get another soon. I really thought you had forgotten the 'Al Wilson Kiddies.' I just have one more year to finish high school. I certainly feel proud at times to think I am working my way through. I work for my room and board at Mrs. Johnson's, and in the summer time I try to get a little money to last for books and clothes during the winter. The work at Mrs. J's is doing me lots of good, because I have learned to keep house, cook, clean, sew, and then I am getting my schooling. I plan to go back to the stage when I get through with high school. I'll be 17 on September 12. No, I wasn't of age in the 'Rolling Stone.' Pheinie was the only one who was 16; Jeannette was 15, Lillian and I 13, Helen, I think, was 14, Verona and Marian were about 12. We were some sights in long dresses; kiddies trying to be grown-ups. What a funny sight it must have appeared to strangers. I remember we wore socks with our long skirts, and once I felt my sock coming down, and with that feeling of fixing it I clean forgot the manners of a lady and up went my long skirt to get at that annoying sock. I never would have realized my position if it hadn't been for some people gazing at me.

"I went with the 'Pinafore' company after 'Rolling Stone,' then in the summer time I drifted out to Deposit, New York, in a fresh air home as assistant teacher. I taught the children to dance, coached them in little plays and in the evening I read stories to them before they retired. I loved that work—but no pay. I haven't had hardly any money to speak of for my education. The money I received in 'Rolling Stone' went home, and I never saw a cent of it. I like being independent, though; it is much better in Ithaca than being home in New York quarreling with my stepmother. This is a college town, and I meet lots of Cornell students and professors and instructors in the university. I have made lots of friends, and so I am very happy.

"About moving picture and amateur nights, I have this to say: Pictures are all right for children in the summer time, but not in the winter. Don't let them tell you they are 16, because even certificates can't make men believe when their faces are so childish and youthful. A child is a child always, and a certificate would not convince men with knowledge of children that they are the age they are pretending to be. They say they study while on the road or while waiting for their turn in the picture—what tommyrot! It is very hard to concentrate your mind on 'movies' and on your school work. The children have too much to do, and they hardly give much time to study. Amateur stunts are very poor because it doesn't get the actor or actress very far; it lowers the stage of the higher class. I always hated to see the people make fun of the performers. I believe, or rather agree with you, that it should be abolished. The lowest sort of people attend amateur nights because they enjoy seeing people make themselves silly; there isn't any talent in such affairs, and for the few cents they get they do not care whether they 'get the hook' or not. There is a lot of noise there, and in no way profitable to the performer. Moving pictures take the children away from school, but if they are not supporting a family they should be at school, of course. If they love acting and need the money, isn't there some way of letting them go to night school? I don't believe moving pictures net children much money, because they work two weeks and then don't work for about six. They should really study at school until of age. The older I get the more I learn of stage life. 'It's bad.' Sometimes I feel terribly discouraged and want to give up the idea of going back, but since I worked so hard for it I feel I should stick and fight the 'awful game.' We all play hard games in life, and I might as well play my game as squarely as I know how.

"I was in New York Christmas. The city disgusted me. Nearly every woman was rouged, with eyes penciled, lips rouged and all that junk. In rural Ithaca we don't see much of those types. I am so glad I have a chance to see and appreciate the difference. I have met some students who came from Baltimore. They are very nice. Lots of them know I've

been on the stage, and they think, I believe, 'Ah! Berta has been on the stage—a gay chicken she must be.' I am afraid they find me a different type than the first impression I give them. I don't go out much, as school work takes so much time and also housework, so you see I'm some busy—no time for 'butterfly fun.'

"Well, I am dead tired, really. I'll write some time again, but I shan't lecture so much. I've lost track of the stage children, so I can't say much about them. Did you know that Jeannette played in the 'Bluebird,' 'The Piper' and in the 'Rolling Stone' with me? I've known her since I have been about 10. Good-bye. BERTA."

Several important facts are brought out in this letter, namely, that ages will be misrepresented; that moving pictures are not to be encouraged; that education is neglected; that amateurs should not be permitted, and that "it's bad,"—this "awful game."

Two presentments were made in 1915 for violating the law relating to stage children. One was a case where a permit had been issued for a speaking part only and the child was found singing and dancing. A fine of $1 and costs was imposed by the magistrate. The other was where no permit at all was applied for, and when application was later made to play on a violin the permit was refused because nothing was allowed except a silent appearance or a speaking part. The indictment was not drawn against the child playing in a prohibited role, but against no permit being applied for at all. The magistrate dismissed the case on the ground that the Bureau's standards were inconsistent and that if a child should be permitted to appear or to speak that it should be allowed to sing, dance, play on musical instruments, etc., or anything else it desired. The Bureau called attention to the indictment and urged the fact that no permit at all had been applied for, and surely here was a violation of the law. The magistrate took the stand of "all or none," and ruled accordingly.

Further comment will be found accompanying the following tables:

TABLE A.

PERMANENT RESIDENCE OF CHILD.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Baltimore City	38	3	41	53.95
New York City	16	1	17	22.37
Washington, D. C.	8	1	9	11.84
San Francisco, Cal.	2	..	2	2.63
Philadelphia	4	1	5	6.58
Savannah, Ga.	1	..	1	1.31
London, England	1	..	1	1.32
	70	6	76	100.00

Baltimore City leads off in 1915 by contributing 53.95 per cent. of the children, as against 27.27 per cent. in 1914. One play alone, the "Bluebird," called for 22 local children, which was 31.43 per cent. of the year's total granted. Of the 70 permits issued, 42 were to the Auditorium Theater, which has been playing a stock company, and all the children were local. New York's 22.37 per cent. were to the theaters whose bookings are principally from that city and the children are brought with the company; most of whom have some speaking part. Washington's 11.84 per cent. was made up of two children who have been coming to the Auditorium with important parts. They are unusually bright children, ages 11 and 14 years, who are well up in their studies and the stage does not seem in any way a bar to their progress at school.

No material information is gained by comparing Table B with former years. There is no particular reason why 19.74 per cent. should be 10 years of age. It will be noted that the three and four-year-old children were refused, as no permits are issued under six years.

TABLE B.

AGE OF CHILD MAKING APPLICATION.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
3 years	..	1	1	1.32
4 years	..	1	1	1.32
6 years	7	..	7	9.21
7 years	10	..	10	13.16
8 years	9	..	9	11.84
9 years	3	..	3	3.95
10 years	15	..	15	19.74
11 years	6	..	6	7.89
12 years	5	..	5	6.58
13 years	4	2	6	7.89
14 years	7	2	9	11.84
15 years	4	..	4	5.26
	70	6	76	100.00

TABLE C.

AGE OF CHILD AT FIRST APPEARANCE.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	3	..	3	3.95
2 years	1	1	2	2.63
3 years	1	..	1	1.32
4 years	1	2	3	3.95
5 years	5	..	5	6.57
6 years	9	..	9	11.84
7 years	16	1	17	22.37
8 years	7	..	7	9.21
9 years	7	..	7	9.21
10 years	6	1	7	9.21
11 years	3	..	3	3.95
12 years	7	..	7	9.21
13 years	2	1	3	3.95
14 years	2	..	2	2.63
	70	6	76	100.00

In Table C we find that 22.37 per cent. made their first appearance at seven years of age. These were principally the local children who took part in the "Bluebird." The children coming from New York are classed as "professional," and their stage career usually dates back several years.

TABLE D.

IN CUSTODY OF.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Father	9	..	9	11.84
Mother	55	4	59	77.63
Grandmother	1	..	1	1.32
Brother	..	1	1	1.31
Sister	1	..	1	1.32
Uncle	1	..	1	1.31
Aunt	1	..	1	1.32
Friend	2	1	3	3.95
	70	6	76	100.00

This table is not materially different from that of last year. In 1915 the mother had custody of 77.63 per cent., as against 72.73 per cent. in 1914, and the father 11.84 per cent., as against 11.36 per cent. in 1914. Some of these mothers who are traveling with the professional children are doing so at a sacrifice to other children at home who are often left in charge of people absolutely unfitted to care for them.

TABLE E.

NATURE OF PART TAKEN.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Appearance	27	2	29	38.16
Speaking	43	..	43	56.58
Singing	..	1	1	1.31
Acrobatic	..	1	1	1.32
Dancing	..	1	1	1.31
Musical instruments	..	1	1	1.32
	70	6	76	100.00

It will be noted that no permits were granted for other than a speaking part or an appearance; all other features being prohibited.

TABLE F.

NUMBER OF PERFORMANCES IN ONE WEEK.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	..	2	2	2.63
1	3	..	3	3.95
6	..	1	1	1.31
8	10	..	10	13.16
9	3	..	3	3.95
12	48	2	50	65.79
18 or over	6	1	7	9.21
	70	6	76	100.00

The only comment on this table is, that 65.79 per cent. appeared 12 times in one week and 9.21 per cent. as many as 18 times. By the time the child gets rest and recreation there is little left for study. It will be the policy of the Bureau in the future not to allow more than 12 performances in any one week.

TABLE G.

NUMBER OF TIMES CHILD APPEARS EACH PERFORMANCE.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	..	1	1	1.32
1	15	3	18	23.68
2	16	2	18	23.68
3	28	..	28	36.85
4	5	..	5	6.58
5	2	..	2	2.63
During whole play	4	..	4	5.26
	70	6	76	100.00

64.48 per cent. of the 1915 class were on the stage 15 minutes or less during each performance. The two children appearing 120 minutes were those mentioned in Table A, who live in Washington and were taking the part of "Mytil" and "Tyltil" in the "Bluebird," at the Auditorium. Their part was unusually heavy for children, but they were equal to the occasion.

TABLE H.

MINUTES ON STAGE EACH PERFORMANCE.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	..	1	1	1.32
5 minutes or less	10	2	12	15.79
10 minutes	12	3	15	19.74
15 minutes	21	..	21	27.63
20 minutes	4	..	4	5.26
25 minutes	1	..	1	1.31
30 minutes	15	..	15	19.74
40 minutes	4	..	4	5.26
90 minutes	1	..	1	1.32
120 minutes	2	..	2	2.63
	70	6	76	100.00

TABLE I.

COMPENSATION PER WEEK.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	2	2	4	5.26
$5.00 or less	31	..	31	40.79
$6.00	2	1	3	3.95
$8.00	2	..	2	2.63
$10.00	1	1	2	2.63
$15.00	3	..	3	3.95
$18.00	1	..	1	1.32
$20.00	1	..	1	1.32
$25.00	15	1	16	21.05
$30.00	4	..	4	5.26
$35.00	1	..	1	1.32
$50.00	5	1	6	7.89
$65.00	1	..	1	1.32
$150.00	1	..	1	1.31
	70	6	76	100.00

40.79 per cent. are listed as receiving $5 per week or less. These were the children appearing in the "Bluebird." Compensation did not enter into the case here, as a group of children were needed to make up the scene and were furnished by one of Baltimore's dancing masters from his school of children. They were jubilant over the opportunity, and much rivalry existed as to who would be selected. They would gladly have appeared gratis. The average pay for the child coming from out of the State is about $25 per week; out of this they must pay their board and that of the mother or guardian, if one is accompanying them. Mileage is always furnished to both by the company. The case of $150 is rare for a child, and we see no reason why it was paid to this one, as no unusual talent was displayed by him. The child made but one appearance during the performance, and was on the stage not more than 10 minutes.

TABLE J.

COMPENSATION NEEDED.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	1	2	3	3.95
Yes	19	1	20	26.31
No	50	3	53	69.74
	70	6	76	100.00

69.74 per cent., which is much larger than in former years, did not need the compensation. The "Bluebird" children again enter as a factor here, as none of them were professionally on the stage. As stated in former reports, many of the professional children are being exploited by parents.

TABLE K.

WILL CHILD TAKE STAGE PROFESSION.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	3	..	3	3.95
Yes	31	4	35	46.05
No	36	2	38	50.
	70	6	76	100.00

We find 35 children in 1915 who expect to take the stage as a profession, and 37 in 1914. Most of these children are of the traveling class, and who have already entered the professional field. Very few local children know what you mean when you ask them if they want to take the stage as a profession.

TABLE L.

SCHOOLING.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	2	..	2	2.63
Too young	2	2	4	5.26
Public	40	2	42	55.26
Private	25	2	27	35.53
Tutor	1	..	1	1.32
	70	6	76	100.00

Very few of the traveling children go to public schools now, and the 35.53 per cent. who go to private schools are made up principally of this class. The 55.26 who go to public schools are mainly local children.

TABLE M.

GRADE.

Grade.	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	1	..	1	1.32
Too young	3	2	5	6.58
1st grade	8	..	8	10.53
2nd grade	11	..	11	14.47
3rd grade	12	..	12	15.79
4th grade	5	1	6	7.89
5th grade	8	1	9	11.84
6th grade	11	2	13	17.11
7th grade	4	..	4	5.26
8th grade	4	..	4	5.26
1st year high school	3	..	3	3.95
	70	6	76	100.00

TABLE N.

GRADED BY AGES.

GRADE.	Granted.											Refused.						Grand Total.
	6	7	8	9	10	11	12	13	14	15	Total.	3	4	13	14	15	Total.	
Not stated	..	..	..	..	..	1	..	..	..	..	1	..	..	..	..	..	..	1
Too young	3	..	..	..	..	..	..	..	..	..	3	1	1	..	..	..	2	5
1st	4	3	..	1	..	..	..	..	..	..	8	..	..	..	..	..	..	8
2nd	..	6	3	..	2	..	..	..	..	..	11	..	..	..	..	..	..	11
3rd	..	1	6	..	5	..	..	..	..	..	12	..	..	..	..	..	..	12
4th	..	..	..	1	1	1	1	..	1	..	5	..	..	..	1	..	1	6
5th	..	..	..	1	6	..	..	1	..	..	8	..	..	1	..	..	1	9
6th	..	..	..	..	1	3	3	2	1	2	12	..	..	1	1	..	2	14
7th	..	..	..	..	..	1	1	1	1	..	4	..	..	..	..	..	..	4
8th	..	..	..	..	..	..	..	..	1	2	3	..	..	..	..	..	..	3
1st yr. high	..	..	..	..	..	..	..	..	3	..	3	..	..	..	..	..	..	3
	7	10	9	3	15	6	5	4	7	4	70	1	1	2	2	..	6	76

In considering this table we will use the standards set in 1914 to determine the child's relative position in school which, in that as the average child begins school at 6 or 7 years of age, we would expect to find an advance of one grade a year, and on this basis the following should prevail:

6 years—1st grade or not yet started.
7 " —1st grade.
8 " —2nd grade.
9 " —3rd grade.
10 " —4th grade.
11 " —5th grade.
12 " —6th grade.
13 " —7th grade.
14 " —8th grade.
15 " —1st year high school.
16 " —2nd year high school.

On this basis from the standpoint of advanced, normal and retarded, we find the following:

GRADE.	Number.	Per Cent.
Not stated	1	1.32
2 years advanced	4	5.26
1 year advanced	26	34.21
Normal	21	27.63
1 year retarded	10	13.16
2 years retarded	10	13.16
4 years retarded	4	5.26
	76	100.00

Attention is called to the 34.21 per cent. one year advanced. This occurs mostly at the younger ages where the children start probably a little earlier than the standard set and were advanced more rapidly than the older ones. Another point involved is that months are not considered—only completed years; for instance, a child 7 years and 11 months old is regarded as 7 years. This child is very likely found in the second grade, which gives it a year advanced.

Table O shows that one or both parents of 35.52 per cent. of the children were in the profession, and that 53.91 per cent. were of direct blood relation. 44.74 per cent. had no relatives theatrical, and this group is made up mainly from the parents of the local children who played in the "Bluebird."

TABLE O.

RELATIVES WHO ARE THEATRICAL.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	1	..	1	1.31
Both parents	12	..	12	15.79
Father	..	1	1	1.31
Mother	12	2	14	18.42
Brother or sister	1	1	2	2.63
Uncle or aunt	9	1	10	13.16
Grandparent	1	..	1	1.32
Cousins	..	1	1	1.32
None	34	..	34	44.74
	70	6	76	100.00

TABLE P.

INSPIRATION OF CHILD.

	Granted.	Refused.	Total.	
			Number.	Per Cent.
Not stated	3	1	4	5.26
Hereditary—one or both parents theatrical	19	3	22	28.95
Parents' desire	13	1	14	18.42
Local child needed for play	30	..	30	39.47
Noticeable talent	5	1	6	7.90
	70	6	76	100.00

Eliminating the hereditary feature and the local children needed for a play, we find that the parents thought the child would make good on the stage. Not a single case was found this year where the child itself whose parents were not theatrical desired the stage.

THE CONTROL OF CHILD LABOR IN WESTERN MARYLAND

(Allegany, Washington and Frederick Countries)

MARIE L. ROSE, R. N. Inspector

Although the problems confronting the administration of the Child Labor Law in Maryland would seem easy of solution because industry is highly centered in one place, it has not proven so throughout the counties, where the industries are scattered and comparatively few in number, and where the canning industry, which employs the greatest number of children, is seasonal and is also of brief duration.

During the first two and a half years of the administration of the law it did not seem necessary to assign Bureau agents for special work in the counties. It is doubtful if at that time any such arrangement could have been made. Later, all the county correspondence was turned over to one person in order that by individual attention, conditions might be better understood and adequately met. In this way the fact was brought out that there were several industries in Allegany County employing many children throughout the year.

Numerous inspections and visits made about that time revealed two serious situations: First, the inadequacy of the average physical examination made of the children applying for permits; second, the extensive misrepresentation of the ages of children by parents and sponsors. The revelation led to the establishment of a branch office in Cumberland the latter part of April, 1915. As Washington and Frederick counties followed Allegany in the number of children employed in industries of a permanent nature, the selection of Western Maryland was a logical one for the branch office. Garrett County, because of its proximity, was included in this territory, but so far no children have been found to be working there. It has been rather surprising to those cognizant of conditions that the number of permits issued and refused during 1914 and 1915 has remained about the same, in spite of the establishment of an office in 1915. In 1914 permits

issued in Allegany, Frederick and Washington counties numbered 676; refused, 11; total 687. In 1915 permits issued, including newsboy badges, in the same three counties amounted to 580; refused, 185; total, 765; 34 "Over 16 Statements" (certification that bearers were over 16 years of age) and 30 subsequent permits were issued; in addition, 32 children who applied for, and never returned to secure the permits or badges, bring the number of children actually dealt with in 1915 to 861, exclusive of four children whose permits were revoked. It is not possible to make a valid comparison of permits revoked in the two years, because the statistics were not kept separately for Western Maryland in 1914. The noticeable fact in this summary is the increase in the ratio of permits refused to permits issued from 2 per cent. in 1914 to 32 per cent. in 1915.

But for the difficulties encountered in properly checking the records upon which permits were issued which involved a lavish expenditure of time and energy, it is safe to say that the entire 2000 children estimated to be at work in the counties would have been included in one or the other of the groups described above. The difficulties of administering the law arose from several causes, varying from the lack of a supporting compulsory education law in two of the counties and an inadequate one in the third, to the absence of medical dispensaries in all, which made it necessary to find other means of remedying the physical defects noted in the applicants for permits. In two of the counties the lack of clinics and other social institutions, to which children in need of medical attention could be referred, was supplied by the local visiting nurse. In Allegany County, where, it will be seen later, many more children were found working, the difficulties were even greater. Although supporting a visiting nurse, her work is limited to tubercular cases. However, the local charities' agent, Miss Clara Hartsock, shoulders the burden. In addition to relieving in both a practical and advisory capacity, the economic needs of the families referred to her, she must also arrange for surgical and medical aid when such is indicated, having often to accompany patients to and from the doctors' offices, hospitals, etc. The Bureau is responsible for a decided increase in her work, and but for her intelligent assistance the situation would have

been most discouraging. In a community where public sentiment does not yet voice its appreciation even of such an institution as the one this agent represents and whose support is chiefly financial; where compulsory school education is so lightly esteemed that "representative woman residents" complained of the school grade required by the State of Maryland before a child may be permitted to enter industry permanently; where the abolition of child labor and of night work for children is an unwelcome topic (generally speaking); it is pioneer work in its truest sense that had to be undertaken. There have been and are individuals who have rendered assistance when required, and have done this in a spirit that leaves nothing to be desired. For instance, one member of a civic club coached three boys who had been allowed to stop school several years ago to go to work illegally. Not only was their grade standing much below that required, but the very fact of having been out of school for such a length of time made her work extremely arduous.

Just as such a spirit as hers is instrumental for great good, so does equal benefit result from the kind of official medical examination which the physicians have made of applicants for permits in the counties. Such examinations have in view not only the exclusion from industry of undeveloped children, but also the detection and correction of physical defects. This is a new idea attaching to the fee system prevalent in Maryland. Fortunate indeed is it for the children affected and the community to which they belong that from the very first there have been a certain number of physicians who have done most progressive and scientific work in spite of this system. The men who have thus generously and efficiently served the State are: Dr. L. J. Simonton, Cumberland; Dr. J. O. Bullock, Lonaconing; Dr. C. L. Owens, Cumberland; Dr. J. M. Goodman, Frederick. The Bureau has also recently had the good fortune to add to this list Dr. Victor Miller of Hagerstown, a man whose interest in all matters of public welfare is very generally known. The debt the State owes them cannot be computed in dollars and cents, but in order that their work may be endorsed and its continuance encouraged, it is to be hoped that provision will be made at an early date for a proper remuneration for such service.

It might be well to repeat here that prior to the summer of 1914 enforcement of the law was made through the medium of letters, forms, etc., the Superintendent of County Schools being responsible for the issuance of all permits. Through the return of duplicate permits to the main office it had been found that many had been issued upon "oaths" and "statements," as well as upon the completion of a low school grade. This was because, the Superintendent having frequently to be away, others engaged in the issuance of the permits, the result being an unsatisfactory division of responsibility.

It was then decided that the physician appointed as medical examiner be authorized to issue permits. This plan worked very well excepting in the busier localities. There the clerical work entailed proved to be a serious obstacle to this solution of the problem in the counties. The relief with which the work was turned over to the Bureau inspector in Western Maryland is indicative of what a burden the task had been.

The three requirements, i. e., that a child must be of the proper age and grade, present proof of the same, and be qualified physically to meet the demands of the prospective job are fulfilled with comparative ease in the city, where the work is well established. But the county officials meet with every known way of defeating these provisions, especially in the larger towns, and the only wonder is that the records are at all creditable. For an accredited official of the Bureau to take a certain stand as to the adequacy of records is one thing; for a local person it is quite another. Especially difficult is this when the local representative takes a stand upon what is at best a subject but little understood or appreciated by the people of his community, such, for instance, as child welfare work.

Do not let it be supposed, however, that the Bureau's inspector enjoyed clear sailing; the facts are quite to the contrary. But at least a start has been made in the territory assigned to her.

In making this report of conditions found, it will be proper to state in the first place, the number of certificates of all descriptions issued in the three counties. A summary of these data will be found in the table below.

THE NUMBER OF CHILDREN OF BOTH SEXES WHO OBTAINED PERMITS OR BADGES IN WESTERN MARYLAND.

ALLEGANY				WASHINGTON				FREDERICK				Grand Total	
Male	Female	Total	Per cent. in County	Male	Female	Total	Per cent. in County	Male	Female	Total	Per cent. in County	Number	Per cent.
319	26	345	59.5	54	25	79	13.6	109	47	156	26.9	580	100

In Allegany many of the children applying for regular permits contented themselves with one good after school hours and on holidays, when convinced that it was necessary to qualify as to age and grade for the general permit. The 75 children refused because under age and grade for general permits explains in a measure the dropping off in generals issued this year. (Compare Table II, on page 146, 1914 report.)

The very few issued in Washington County can only be explained when the results of the present regime lately inaugurated there are presented. It is believed that many more children are working than the records show.

In Frederick County conditions are similar to those in the other counties where canning is done. The very few working on regular permits does not prove here either that all children between 14 and 16 who are working have their employment covered by employment certificates. One inspection, made November, 1915, brought to light many such cases, but that matter was turned over to the second field inspector early in 1916.

It is not the purpose to insinuate that children under 16 years of age are deliberately engaged by the employers without permits. But it is certain that not enough trouble is taken to avoid the employment of such children, and this carelessness on the part of employers is almost as general as is misrepresentation of age by the parents. Such cases as

the following will serve to illustrate conditions: In one big tinplate mill, employing hundreds of people, out of a group of 17 minors whose ages were questioned, 6 were proven to be under 16 years of age and 3 are still under investigation. One girl in the dipping department was only 13 years old, though, in justice to the firm, it should be said that she certainly looked older. The firm puts itself on record as desiring to employ no minors under 16 years of age, but it seems that the law needs strengthening right there, and that the limit at which minors are allowed employment without proof of age should be put at 20 years. To have great, strapping men give their ages as 15 and 17 years and expect a foreman to know that the applicants are misrepresenting ages by a year seems an unreasonable degree of discrimination to require. If it were a well-understood thing that "Over 16 Statements" (i. e., certificate that person named therein was over 16 years of age) were required to be filed just as permits are, trouble and expense would be saved, and it no doubt would be found that the superintendents and managers of firms would be better satisfied in the end.

For the first time during the administration of the present Child Labor Law, boys were licensed as newsboys in the counties. From August, 1914, until January, 1916, 98 Cumberland boys were allowed by law to engage in this street trade.

The regulation of the trade has not proven as difficult as was anticipated. In the first place, the elimination of the very small children who were indeed an institution was welcomed by the community. It is not on record that this is true, but the spirit of co-operation shown is indicative of the prevailing sentiment. The inspector is looked upon as a school attendance officer, as well as the person responsible for the issuance of the badges, as is witnessed by the number of reports of tardiness or absence on the part of school children sent in almost daily by the teachers.

The following table, showing the age, color and sex of the children granted permits reveals in all three counties a marked difference in the proportion of males and females employed. Most particularly is this so in Allegany, where, out of the 345 permits and badges issued, only 26 were issued

AGE AND SEX OF CHILDREN TO WHOM PERMITS WERE ISSUED IN WESTERN MARYLAND IN 1915.

Sex and Age	ALLEGANY				WASHINGTON			FREDERICK			TOTAL IN THREE COUNTIES				
	Gen'l	Vac.	News Boy	All Classes	Gen'l	Vac.	All Classes	Gen'l	Vac.	All Classes	Gen'l	Vac.	News Boy	All Classes	Per Cent.
Male:															
10 years.....	..	..	22	**22**	..	..	..	..	..	..	..	..	22	**22**	4.6
11 "	..	..	14	**14**	..	..	..	..	..	..	..	..	14	**14**	2.9
12 "	..	31	29	**60**	..	3	**3**	..	17	**17**	..	51	29	**80**	16.6
13 "	..	37	19	**56**	..	3	**3**	..	28*	**28**	..	68	19	**87***	18.1
14 "	44*	35	9	**88**	17	11	**28**	6	33	**39**	67*	79	9	**155***	32.1
15 "	51*	23	5	**79**	18	2	**20**	6	19	**25**	75*	44	5	**124***	25.7
Total Male..	**95†**	**126**	**98**	**319**	**35**	**19**	**54**	**12**	**97**	**109**	**142†**	**242***	**98**	**482**	....
Per ct. " ..	29.7	39.5	30.7	100.0	64.8	35.2	100.0	11.0	89.0	100.0	29.5	50.2	20.3	..	100.0
Female:															
12 years.....	..	..	..	..	..	..	..	..	6*	**6***	..	6*	..	**6***	6.1
13 "	..	1	..	**1**	..	..	..	..	9	**9**	..	10	..	**10**	10.2
14 "	8	6	..	**14**	9	7	**16**	2	20	**22**	19	33	..	**52**	53.1
15 "	9	2	..	**11**	9	..	**9**	4	6	**10**	22	8	..	**30**	30.6
Total Female	**17**	**9**	..	**26**	**18**	**7**	**25**	**6**	**41**	**47**	**41**	**57**	..	**98**	....
Per ct. "	65.4	34.6	..	100.0	72.0	28.0	100.0	12.8	87.2	100.0	42.8	57.2	..	..	100.0
Grand total.	112†	135	98	**345**	53	26	**79**	18	138†	**156**	183†	299†	98	**580‡**	....
Per cent....	32.5	39.1	28.4	100.0	67.1	32.9	100.0	11.5	88.5	100.0	31.5	50.9	17.6	100..	....

*1 of these is colored.
†2 of these are colored.
‡4 of these are colored.

to girls—this in a locality where there are three textile mills. And again we find this year a very small proportion of colored children employed—only four out of the entire 580 children to whom employment cards or badges were given. These colored children have been looked for in domestic service, etc., but the fact of the matter is that this race is sending its children to school quite regularly. The practice of having them work out "in service" during the summer is resorted to to some extent, but usually for the purpose only of continuing their education.

The tables of refused permits which follow show that 90 children could not qualify as to age, 66 as to grade and 29 could not meet the physical requirements.

It is to be hoped that at least the number below the grade required will be far less next year; certainly if education becomes compulsory this will be so. It may be a little early to look for this, but another great stride would be the inauguration of the custom of a State-wide medical examination of all school children. That this is not an unhoped-for reform in one county is certain, a recent survey made of just one school having revealed so clearly the alarming prevalence of all sorts of defects. Certain groups of individuals are using all influence possible to effect appropriate and adequate legislation.

PERMITS REFUSED IN WESTERN MARYLAND IN 1915.

Reason for Refusal.	Allegany No.	Washington No.	Frederick No.	Total No.
I. Below age.....				
General.....	37	20	8	65
Vacation.....	5	3	4	12
Newsboy.....	13			13
II. Below educ. requirement....	38	19	9	66
III. Below physical standard.....	21	2	6	29
Total.....	114	44	27	185

AGE AND SEX OF CHILDREN REFUSED PERMITS IN WESTERN MARYLAND IN 1915.

Age.	ALLEGANY			WASHINGTON			FREDERICK			TOTAL		Grand
	M.	F.	Total	M.	F.	Total	M.	F.	Total	M.	F.	Total
Less than 10 yrs.	10		**10**							10		**10**
10 "	3		**3**	1		**1**	1*		**1**	5*		**5***
11 "	8		**8**	1		**1**	1	2	**3**	10	2	**12**
12 "	9		**9**	2	1	**3**	2		**2**	13	1	**14**
13 "	24	4	**28**	9	7	**16**	3	5	**8**	36	16	**52**
14 "	24	7	**31**	13	2	**15**	3	3	**6**	40	12	**52**
15 "	18	7	**25**	6	2	**8**	3	4	**7**	27	13	**40**
Total	96	18	**114**	32	12	**44**	13	14	**27**	141*	44	**185***

*Colored—1.

GRADE OF CHILDREN REFUSED PERMITS IN WESTERN MARYLAND IN 1915.

ALLEGANY COUNTY.

Grade	—10	10 years	11 years	12 years	13 years	14 years	15 years	Total
1st	3	..	..	1	1	4	..	9
2nd	3	1	1	..	..	2	1	8
3rd	1	..	2	2	2	4	4	15
4th	1	..	..	2	6	9	7	25
5th	..	..	1	3	10	4	3	21
6th	..	..	1	..	2	3	1	7
7th	..	..	..	..	..	..	1	1
Not given	2	2	3	1	7	5	8	28
Total	10	3	8	9	28	31	25	114

WASHINGTON COUNTY.

Grade	—10	10 years	11 years	12 years	13 years	14 years	15 years	Total
1st	..	..	..	..	1	..	..	1
2nd	..	..	..	..	..	..	..	..
3rd	..	..	..	1	1	2	1	5
4th	..	1	..	..	3	7	3	14
5th	..	..	..	..	2	1	1	4
6th	..	..	..	1	..	1	..	2
7th	..	..	..	..	1	..	..	1
Not given	..	..	1	1	8	4	3	17
Total	..	1	1	3	16	15	8	44

FREDERICK COUNTY.

Grade	—10	10 years	11 years	12 years	13 years	14 years	15 years	Total
1st	..	..	..	..	..	..	..	..
2nd	..	1*	1	..	1	..	..	3
3rd	..	..	1	1	..	..	1	3
4th	..	..	..	..	3	3	3	9
5th	..	..	..	..	2	..	1	3
6th	..	..	..	..	2	..	..	2
Not given	..	..	1	1	1	1	3	7
Total	..	1*	3	2	9	4	8	27
Grand total	10	5	12	14	53	50	41	185

*Colored.

In considering the kinds of proof of age accepted one point is especially noticeable, viz.: the number of applicants whose oaths were accepted as proof of age during 1914 exceeded those accepted during 1915 by 149. This is made clear in the following table:

PROOFS OF AGES IN WESTERN MARYLAND IN 1914 AND 1915.

	ALLEGANY		WASHINGTON		FREDERICK		TOTAL IN THREE COUNTIES	
Kind of Proof	1914	1915	1914	1915	1914	1915	1914	1915
I. Official Public:								
Baltimore City	..	..	..	..	..	..	..	..
Birth Records	..	3	..	..	..	..	..	3
Maryland	57	55	15	9	4	4	76	68
Other States	..	1	..	..	..	..	..	1
Foreign	..	..	..	..	..	..	..	..
II. Religious Records:								
Baptist Cert	32	162	16	16	68	74	116	252
Bar Mitzwah	..	1	..	..	..	..	..	1
Cradle Roll	..	3	..	..	..	..	..	3
Confirmation	..	..	..	..	..	..	..	..
III. Other Documents:								
Physician or Midwife	3	28	2	20	6	23	11	71
Passport	..	2	..	..	..	..	..	2
Immigration Records	..	..	..	..	..	..	..	..
Naturalization Papers	..	..	..	..	..	..	..	..
Bible and Family	15	43	107	22	79	45	201	110
Miscellaneous	13	7	41	2	12	3	66	12
IV. Affidavit	129	40	16	10	61	7	206	57
Total	249	345	197	79	230	156	676	580

Upon the return of 35 children for renewal of permits issued prior to April, 1915, twenty were found to have had their ages misrepresented. The proof accepted in all of these was specified as "oath" or "statement" of parent or sponsor. Usually, when once a permit is issued, the statement of age on its face is accepted; but the wholesale practice of misrepresentation made it necessary to demand proof to sustain the statement of ages appearing upon the face of old permits.

The way in which such discrepancies between the real and alleged ages was first discovered was during inspections made the latter part of 1914. The extreme youth of certain children was so marked that it was obvious the age given could not be a correct one. A most careful tally was made between the inspection notes and the permits covering the employment of these children. In every such instance these permits had been issued upon "oath."

With but little difficulty, authentic records of age were obtained, the illegal permits were revoked and the children ordered dismissed. So that, from the very beginning of the work in 1915, whenever children appeared before the inspector for renewal of permits (and occasionally children were summoned outright), which showed no evidence of age but an oath, the parent was required to furnish other proof or to satisfactorily assure the inspector that it was quite impossible to secure such records. The results shown in just the few cases checked up is startling, but should not be without great value in enlightening a public that persists in believing that a parent is the person most likely to be fair in the treatment of the child. In the group of 20 children mentioned above, 17 had had their ages given as 1 year older, 2 as 2 years older and 1 as 3 years older. The mother of the last child referred to told without a change of countenance that her boys had been working since they were 9 and 10 years of age. When told that this child (who is now just 13 years old) must return to school she said she would "sooner see him steal on the streets." The weekly income of the father of this family is known to be over $18. There are three children, and the father owns the house in which they live. The oldest boy shows the results of his early slavery. He will be 16 years of age March 1, 1916; his height is 4 feet 9 inches and his weight 74 pounds. When first examined, in

November, 1914, his record showed 4 feet 8 inches in height, weight 80 pounds, health sound. He came before the inspector November, 1915, for a renewal of his permit. This was withheld by the doctor because of his phyhical condition, his throat and lungs both showing marked indications of a tubercular infection. The parents made the existence of the examining physician a misery by phone and office calls, threats, etc. Finally the boy did see a specialist (as his parents had been advised to have him to do), was ordered on milk and eggs and plenty of fresh air and advised to seek sanitarium care. Permission was promised even then for only the lightest kind of work, if any.

Spending five years in a glass plant, where he worked one week on "night shift," the next on "day shift," why was he not discovered before 1914? The smaller children were *usually* not found working during inspections, and the children themselves will often tell of being ordered away at the psychological time. There is no doubt that many children out of those put to work on such evidence as "oath," etc., would have appeared in a refused table had the truth as to their ages been known. The figures would have read very differently, too, had it been possible to spend as much time in each of the other counties as in Allegany.

The practice has by no means ceased, of putting (or endeavoring to put) to work children under the required age. With no hesitancy whatsoever parents forswear themselves, until to administer an oath is one of the most unpleasant offices of an inspector. In the files are affidavits and records to prove this statement. The parents are not required to make such an affidavit if there seems a reasonable possibility of obtaining authentic records. They are so often so sure themselves that no such records exist they take chances until one is disillusioned indeed as to the value of these statements. It is quite a common occurrence, too, to have such persons forget having made an original statement for an older child. Comparison of these records make a telling argument for elimination of the affidavit.

It is also deplorable, but true, that certain persons—whose authority should be unimpeachable—do not seem to recognize the significance of such a statement above their signatures as—"I hereby certify that, according to the records of

PERMITS ISSUED IN WESTERN MARYLAND DURING 1915, CLASSIFIED ACCORDING TO PROOFS OF AGE PRESENTED BY APPLICANTS.

Kind of Proof.	ALLEGANY.				WASHINGTON.			FREDERICK.			TOTAL.			
	Gen'l.	Vac.	News-boy.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses	Gen'l.	Vac.	News-boy.	Grand Total.
I. Official Public Birth Records:														
Baltimore City	..	2	1	3	..	..	..	..	..	..	..	2	1	3
Maryland	14	25	16	55	5	4	9	1	3	4	20	32	16	68
Other States	..	..	1	1	..	..	..	..	..	..	..	..	1	1
II. Religious Records:														
Bapt. Cert	49	61	52	162	9	7	16	6	68	74	64	136	52	252
Bar Mitzwah	..	..	1	1	..	..	..	..	..	..	..	..	1	1
Cradle Roll	..	3	..	3	..	..	..	..	..	..	..	3	..	3
III. Other Documents:														
Physician or Midwife Cert	13	10	5	28	16	4	20	1	22	23	30	36	5	71
Naturalization Papers	1	..	1	2	..	..	..	..	..	..	1	..	1	2
Bible and Other Family Record	14	21	8	43	17	5	22	6	39	45	37	65	8	110
Miscellaneous	4	2	1	7	1	1	2	2	1	3	7	4	1	12
Total Offering Doc. Proof — Number	95	124	86	305	48	21	69	16	133	149	159	278	86	523
Total Offering Doc. Proof — Per cent.	84.82	91.85	87.76	88.40	90.57	80.77	87.35	88.89	96.38	95.51	86.90	92.99	87.75	90.18
Total Offering Affidavits — Number	17	11	12	40	5	5	10	2	5	7	24	21	12	57
Total Offering Affidavits — Per cent.	15.18	8.15	12.24	11.60	9.43	19.23	12.65	11.11	3.62	4.49	13.10	7.01	12.25	9.82
Grand Total	112	135	98	345	53	26	79	18	138	156	183	299	98	580

this church or congregation of" ——— so and so "was born," etc. Two or three examples may serve to illustrate this: One mother insisted her boy's age as given on the church record presented was incorrect. The pastor was appealed to and corrected the same, stating that at the time he was about to attend a funeral and had hurriedly filled out the form from data given by the child in question.

Another doubtful record bearing the seal of the church was taken back; upon investigation by the pastor in charge it was found that one of his aids had simply put down, just as the mother gave it to him (without consulting at all the records right at his hand) the presumed date of birth, etc. A correct record was then secured, showing the boy under consideration to be two years younger than previously stated. On November 28, 1914, the father of this boy made oath that he was born August 12, 1899. His birthday was really August 12, 1902.

Another parent, the mother this time, made oath that her son was born October 27, 1899. The birth records were consulted in Hagerstown and showed that he was really born October 27, 1903. It is pretty generally assumed that such records are rarely on file. Not only is this not true, but the officials in charge of such statistics have been uniformly courteous and obliging when appealed to. Only once was a record deliberately refused, and that by a doctor who is also the mayor of the town. His argument that the parent's word was all-sufficient would tend to make one doubtful of the progressive spirit he is supposed to have.

The fifth grade requirement is as little understood or its value appreciated as the necessity for waiting until a child is 14 years of age before permitting him to go to work. More real battles have been fought—and won—upon this question than upon any other.

Were it not for such people as the woman before referred to (who coached three of the most difficult of pupils) and others with a true sense of responsibility toward these neglected children, this part of the report would tell a very different story. The table immediately following shows the number of children who completed each school grade.

PERMITS ISSUED IN WESTERN MARYLAND IN 1915, CLASSIFIED ACCORDING TO GRADE COMPLETED BY APPLICANTS.

Grade	ALLEGANY				WASHINGTON			FREDERICK			TOTAL IN THREE COUNTIES			
	Gen'l	Vac.	News Boy	All Cl'ses.	Gen'l	Vac.	All Cl'ses.	Gen'l	Vac.	All Cl'ses.	Gen'l	Vac.	News Boy	Grand Total
1st	1	..	6	7	..	..	..	..	2	2	1	2	6	9
2nd	2	4	11	17	..	..	..	..	5	5	2	9	11	22
3rd	8	4	14	26	..	5	5	..	15	15	8	24	14	46
4th	10	13	27	50	..	8	8	1	39	40	11	60	27	98
4 B	1	1	..	2	..	..	..	..	..	..	1	1	..	2
5th	29	23	23	75	24	8	32	7	31	38	60	62	23	145
5 B	4	7	..	11	..	..	..	..	..	..	4	7	..	11
6th	24	31	11	66	14	2	16	1	21	22	39	54	11	104
6 B	4	1	..	5	..	..	..	..	..	..	4	1	..	5
7th	13	23	5	41	31	2	15	2	12	14	28	37	5	70
7 B	4	7	..	11	..	..	..	..	..	..	4	7	..	11
8th	9	9	1	19	1	..	1	1	6	7	11	15	1	27
8 B	1	..	..	1	..	..	..	..	..	..	1	..	..	1
9th	..	1	..	1	..	..	..	..	5	5	..	6	..	6
High School	..	9	..	9	..	..	..	..	..	..	..	9	..	9
Unknown	2	2	..	4	1	1	2	6	2	8	9	5	..	14
Total	112	135	98	345	53	26	79	18	138	156	183	299	98	580

Before discussing this further an explanation of the number of regular permits issued to children in grades lower than the fifth will be made. Not one was given since the branch office was opened on anything less than the required grade unless a teacher's statement of sufficient strength to warrant such action was received. Such a statement consists in a declaration that, according to the teacher's best judgment, the child in question is incapable of progressing further in his studies. A statement of this nature, however, is not accepted unless the child has remained in the same grade two or three years where he has continuously received low marks due in no way to irregular attendance.

Another cause of serious difficulty in the way of exacting the law's full mead of education for the child lies in the fact that children are often allowed to leave school at an early age. There may or may not seem to be great need for the financial help these children give, but this custom is prevalent through the counties, and was in Baltimore City before attendance was obligatory until the fourteenth year. When, later, such a child desires to obtain a permit, he cannot measure up educationally. To compel to return to school children who had not attended for two or three years is both difficult and unsatisfactory. To return to a grade where the average age is at least two years younger hurts the pride of the child and interferes with his progress. Mixing children when the discrepancy in ages is so great tends also to other conditions quite as undesirable.

While no child has been refused readmission to school, the tendency of the superintendents is to discourage this when the age of the child is markedly beyond that of the grade to which he could be admitted. Many younger children were returned to school, however, but it is the larger girls and boys for whom a solution was sought. Some were helped through the office, the inspector and her assistant giving any odd moments left to this extra work. One Greek boy, after weeks of earnest effort, wrote most beautifully: "I can to write but not to speak the English." Two little girls worked painstakingly until they were able to pass a simple test, and at present a 15-year-old fourth grade boy is being assisted several nights a week by a prominent young lawyer, while a 14-year-old first grade boy is going regularly every morning

to a member of the civic club in this same community for two hours' study. This particular boy is the oldest of four illegitimate children, and since he arrived at his eighth year before the birth of the second child, he has been used in the capacity of nursemaid for the rest of the family until the present time. To see this boy's bright, intelligent face and hear him express himself certainly brings home very forcibly the loss these communities will sustain later from lack of direction of so much latent energy and talent. In another town one of the most prominent and wealthy citizens, and an ex-mayor, is looking after another 14-year-old third grade boy, and elsewhere a woman, employed all day in a position requiring both responsibility and arduous labor, took up the case of a 15-year-old girl whose schooling had been much retarded.

It is well to understand that only in cases where the child had already been working for a number of years without a permit, or who had been kept home for a considerable time to work, was help thus given. Their need of financial assistance was very certain, and there could be no possible gain in simply refusing permits to these children without extending to them means of helping themselves to that degree of schooling which would in a brief time entitle them to a general permit. In cases where these children had been violating the child labor law and were already working, temporary permits were given, for recall at the discretion of the inspector, that they might feel the necessity of persisting in their studies. When these children are ready, a simple but fair test is given them, and upon the result of this test depends the issuance of the permit.

To those children to whom permits had formerly been issued, no matter what grade had been completed, a renewal was made. This will explain the number of children whose permits were given on such low grades as are indicated in the following table. The parents of these children, and the children themselves, were urged to turn their attention to further schooling, and some did so. Many in this group could not read or write even the simplest sentences, and often the signing of their names was a laborious performance.

While night schooling would seem, and is, excellent as a supplementary help, much confusion ensued when, in both

Hagerstown and Frederick, public night schools were opened for the first time this year. Immediately a large number of children were withdrawn from day school, put to work on temporary permits (a mistake made by the physician in the one place) and enrolled in night school. This matter came to the attention of the inspector early enough, fortunately, not to have done too much harm.

Quite a few 13 and 14-year-old children in low grades were again dismissed from night school and ordered to attend during the day. Had it not been for the wonderful co-operation of the Superintendents of Schools and the teachers on their respective staffs, this and other situations would have been difficult indeed to meet.

As the industries entered by these children and the sex of the children entering the same is not without interest, nor is that of the question of wage; tables are presented which summarize these data. The subsequent permits show the shifting from job to job, but as yet very few have been issued.

The reasons given for the child's entrance into industry is an interesting study (see table on page 171), and if these are true, certainly a little less than half of these children need not have had their education interrupted. "To earn spending money," "to save money," etc., is not sufficient excuse, to say nothing of a sound reason for allowing young growing children to assume the responsibilities belonging to adult life.

Of the number not included among those whose help was needed is a group of 28 who left school for reasons which rather indicate that had these children been sufficiently interested by the course of study prescribed they would have continued their schooling.

The existence of another group of 54 points out emphatically the need for recreation for the children in their own locality. One or two playgrounds are open during the summer months in Cumberland, but for the larger children there is no special provision made. Baseball is beloved by all boys, but there seems to be a spirit of almost universal disapproval of such play, and several interesting games and groups of boys have been at various times broken up because of the objections of the neighbors. There is no public park set

aside for the directed play of these children, and so it is not to be wondered at that "hopping freights" is a constant source of amusement, and a horribly dangerous one. The field day under the direction of the Public Athletic League showed what clean-cut youngsters there were in the county, and how wonderfully well they measured up in spite of few opportunities for development. There is a baseball field, but in a remote part of town. The Y. M. C. A. gymnasium is the hope and joy of every boy able to join, but the entrance fee is a barrier. Membership was given to four boys for this gym work through the interest taken in the Bureau's work by several residents. But there are so many children ready to be spared the disgrace attached to such misdirected energy as that of a group recently before the Circuit Judge on charges of larceny. Most of the boys were under 16 years of age, and many were known to the inspector. One boy who was paroled provided he get a permit and go to work tried for days to get other work, fearing that, should he return to the plant where he was employed at the time of his arrest, he would get into trouble again. Merchants were interviewed and interest solicited, but with no success, and finally a temporary permit was given for his return that a hold might be had on him in case a job turned up.

The nationality, place of birth and status of the families all lend weight to the question of the economics of the families of these children.

PERMITS ISSUED IN WESTERN MARYLAND IN 1915, CLASSIFIED ACCORDING TO INDUSTRIES ENTERED BY CHILDREN WHO SECURED PERMITS.

INDUSTRY.	ALLEGANY.			WASHINGTON.			FREDERICK.			TOTAL IN THREE COUNTIES		
	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	Grand Total.
Mercantlle	26	100	126	8	7	15	5	7	12	39	114	153
Office	..	..	..	..	1	1	..	..	..	..	1	1
Transportation	4	..	4	..	..	..	..	..	..	4	..	4
Telephone and Telegraph	3	1	4	1	..	1	..	..	..	4	1	5
Clothing Manufacturing	..	..	..	2	1	3	..	..	..	2	1	3
Textiles	31	10	41	24	4	28	7	9	16	62	23	85
Paper Box	..	..	..	..	3	3	..	..	..	..	3	3
Bakery	5	1	6	1	1	2	..	..	..	6	2	8
Paper Manufacturing	..	..	..	3	..	3	..	..	..	3	..	3
Glass Manufacturing	37	10	47	..	..	..	..	..	..	37	10	47
Electrical Supplies Manufacturing	..	..	..	..	1	1	..	..	..	..	1	1
Optical Goods	1	2	3	..	..	..	..	..	..	1	2	3
Musical Instruments	..	1	1	1	1	2	..	..	..	1	2	3
Brush Manufacturing	..	..	..	..	..	..	4	23	27	4	23	27
Furniture Manufacturing	..	..	..	6	5	11	..	..	..	6	5	11
Leather Goods	..	..	..	1	..	1	..	..	..	1	..	1
Canning	..	..	..	3	..	3	2	99	101	5	99	104
Printing	1	1	2	2	1	3	..	..	..	3	2	5
Barber Shop	1	..	1	..	..	..	..	..	..	1	..	1
Amusement	..	4	4	..	..	..	..	..	..	..	4	4
Boarding House	..	1	1	..	..	..	..	..	..	..	1	1
Florist	..	3	3	..	..	..	..	..	..	..	3	3
Miscellaneous	3	1	4	1	1	2	..	..	..	4	2	6
Total	112	135	247	53	26	79	18	138	156	183	299	*482

*Exclusive of 98 Newsboys licensed in Cumberland.

SUBSEQUENT PERMITS ISSUED IN WESTERN MARYLAND IN 1915.

INDUSTRY.	ALLEGANY.		WASHINGTON.		FREDERICK.		TOTAL.	
	Left.	Entered.	Left.	Entered.	Left.	Entered.	Left.	Entered.
Mercantile	7	9	..	1	..	..	7	10
Office	1	1	..	..	..	..	1	1
Transportation	1	..	..	..	..	..	1	..
Telegraph	2	2	..	..	..	..	2	2
Manufacturing:								
Clothing	..	1	..	..	..	..	..	1
Textiles	7	4	2	1	..	..	9	5
Bakery	..	3	..	..	..	..	..	3
Glass	5	..	1	..	..	..	6	..
Brushes	..	..	..	..	..	1	..	1
Furniture	..	..	..	1	..	..	..	1
Steel Mill	..	1	..	..	..	..	..	1
Mechanical:								
Cannery	..	..	..	..	2	1	2	1
Printing	..	1	..	..	..	..	..	1
Barber Shop	1	1	..	..	..	..	1	1
Miscellaneous:								
Florist	1	1	..	..	..	..	1	1
General	..	1	..	..	..	..	..	1
Total	25	25	3	3	2	2	30	30

PERMITS ISSUED IN WESTERN MARYLAND IN 1915, CLASSIFIED ACCORDING TO REASONS FOR CHILDREN GOING TO WORK.

REASON.	ALLEGANY.				WASHINGTON.			FREDERICK.			TOTAL IN THREE COUNTIES.			
	Gen'l.	Vac.	News-boy.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	News-boy.	Grand Total.
I. Economic:														
Family needs help	60	45	35	140	13	12	25	6	49	55	79	106	35	220
To help clothe self	5	12	11	28	6	4	10	1	28	29	12	44	11	67
To support self	11	6	2	19	2	1	3	1	3	4	14	10	2	26
To earn further education	1	7	1	9	3	..	3	1	11	12	5	18	1	24
To earn spending money	..	16	9	25	2	2	4	..	9	9	2	27	9	38
To save money	..	12	18	30	..	..	..	..	..	..	..	12	18	30
II. Reason Connected with School:														
Tired of school	10	..	..	10	7	..	7	1	..	1	18	..	..	18
Ill health in school	3	..	..	3	1	..	1	..	..	..	4	..	..	4
Trouble in school	..	..	..	..	2	..	2	..	..	..	2	..	..	2
Sufficient education	4	..	..	4	..	..	..	..	..	..	4	..	..	4
III.														
Wants to Work	10	12	16	38	6	3	9	..	18	18	16	33	16	65
Business training	..	1	..	1	..	..	..	..	..	..	..	1	..	1
Needed in parent's business	2	2	..	4	..	..	..	..	..	..	2	2	..	4
IV. To keep occupied	1	21	6	28	2	4	6	..	20	20	3	45	6	54
Parent thinks child old enough	3	..	..	3	..	..	..	..	..	..	3	..	..	3
To help brother	..	1	..	1	..	..	..	..	..	..	..	1	..	1
Unknown	2	..	..	2	9	..	9	8	..	8	19	..	..	19
Total	112	135	98	345	53	26	79	18	138	156	183	299	98	580

PERMITS ISSUED IN WESTERN MARYLAND IN 1915 CLASSIFIED ACCORDING TO NATIONALITY OF APPLICANTS GRANTED PERMITS.

NATIONALITY OR RACE.	ALLEGANY.				WASHINGTON.			FREDERICK.			TOTAL IN THREE COUNTIES.			
	Gen'l.	Vac.	News-boy Per-mits.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	News-boy Per-mits.	Grand Total.
American (White)	104	123	85	**312**	51	26	**77**	18	134	**152**	173	283	85	**541**
Per Cent. American White	92.9	91.1	86.7	90.4	96.2	100	97.5	100	97.2	97.4	94.5	94.7	86.7	93.3
Hebrew { Russian	1	2	2	**5**	..	..	..	..	..	..	1	2	2	**5**
Hebrew { German	..	..	4	**4**	..	..	..	..	..	..	..	..	4	**4**
English	2	2	2	**6**	1	..	**1**	..	..	..	3	2	2	**7**
Irish	..	3	2	**5**	..	..	..	..	..	..	..	3	2	**5**
German	1	3	..	**4**	1	..	**1**	..	1	**1**	2	4	..	**6**
Scotch	1	2	1	**4**	..	..	..	..	..	..	1	2	1	**4**
American (Colored)	2	..	..	**2**	..	..	..	..	2	**2**	2	2	..	**4**
Italian	..	..	2	**2**	..	..	..	..	1	**1**	..	1	2	**3**
Greek	1	..	..	**1**	..	..	..	..	..	..	1	..	..	**1**
Total	112	135	98	**345**	53	26	**79**	18	138	**156**	183	299	98	**580**

PERMITS ISSUED IN WESTERN MARYLAND IN 1915 CLASSIFIED ACCORDING TO PLACE OF BIRTH OF APPLICANTS.

BIRTHPLACE OF APPLICANT.	ALLEGANY.				WASHINGTON.			FREDERICK.			TOTAL IN THREE COUNTIES.			Grand Total.
	Gen'l.	Vac.	News-boy Per-mits.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	All Cl'ses.	Gen'l.	Vac.	News-boy Per-mits.	
Local county	62	89	65	216	43	19	62	16	124	140	121	232	65	418
Baltimore City	3	3	2	8	..	..	..	..	4	4	3	7	2	12
Maryland, exclusive of local county and Baltimore City	19	13	7	39	..	..	..	1	2	3	20	15	7	42
United States, exclusive of Maryland	27	30	21	78	9	7	16	1	8	9	37	45	21	103
Outside of United States	1	..	3	4	1	..	1	..	..	..	2	..	3	5
Total	112	135	98	345	53	26	79	18	138	156	183	299	98	580

THE PHYSICAL CONDITION OF CHILDREN APPLYING FOR PERMITS IN WESTERN MARYLAND.

The physical fitness of the children applying for permits is quite as specifically considered in the Child Labor Law as the provisions governing the proof of age to be required. To give to the physician appointed the power to withhold or extend permission to a child to work presupposes his fitness to decide so weighty a question. It is a well-known fact that a thorough physical examination takes anywhere from 20 to 45 minutes and longer if suspicious conditions are noted. The thoroughness of the physical examinations which have been made, therefore, is an achievement of no small value and bears witness to the professional acumen of the men who made them. The general tables which follow are evidence of the excellence of these examinations.

Only the children examined in Cumberland and the few from Lonaconing are considered, as the other records are not yet available for comparison. Of the 247 children examined (newsboys not included), only 121, or 49%, were found to be physically fit; the other 126, or 51%, who were not in sound health, showed 198 defects, one child often betraying several.

In the table of selected cases on insert No. 2 the extent and character of defects are shown; the recommendations made and the disposition of the cases.

Considering the fact that there are no free clinics; that to approach the subject of a necessary operation or correction is ever a difficult matter; that the community is not familiar with the fact that the orders of the medical examiners must be obeyed before permits can be granted—considering all these retarding influences—the extent of the preventive work done, is indeed encouraging.

If the column headed "Recommendation," insert, be studied, it will be found that there are "orders" and "advice." There is little immediate result from the "advice" given by the examiners. The reasons for giving advice at all is that the co-operation of other physicians is not by any means all it should be, so that it sometimes seems well to hold "orders," substitute "advice" and bide one's time until the advice has had time to sink into the minds and consciences of the

parents. Attention once being called to existing defects, the parents will themselves then be on the alert and perhaps take the matter under serious consideration later. The difference in the attitude of the parents towards these examinations is indeed impressive. Some seem to take it as a personal affront that tonsillectomy is indicated, or that suspicious lung sounds make it unwise to grant a child permission to enter the textile or glass industry, or to do any exacting work. One parent remarked upon hearing the result of diagnosis of her child that "at any rate there were other States where her boy would be allowed to work." It is far from an uncommon occurrence to hear great indignation expressed over the refusal of a permit, even though the grounds for refusal are so serious and so obvious as to cause wonder over the fact that anyone would employ such a sickly specimen. For instance, the child whose number is 19 in selected cases betrayed a tubercular lesion in both lungs, as well as a retarted mentality. This boy got his first permit October, 1914, although his mother stated that her boys had been working five or six years (three years without a permit). Judging from the boy's signature there is no doubt that he went to work, although much below the law's school requirements. While this boy is probably, as indicated on the table, of low grade of mentality, much of the retardation is doubtless due to his illegally arrested education at the time he was sent to work. It is due to the examination made at this time, however, that this boy finally got a part of the care and protection due him, although this care was secured in a sanitarium. The physician's orders—"open-air life with job of no responsibility" definitely limited the scope of his work. His mother insisted upon and had a second examination, whereupon the boy was also found to be tubercular. With wonderful tact and patience was this case handled by the charities agent, and finally the mother was persuaded to allow the boy to be admitted to the local sanitarium. The most marked improvement has been made in his physical and mental condition. Long before his six months were up he was given the care of the horse and chickens on the place, and this "out-of-door job," it is hoped he may be allowed to continue indefinitely. At the first encounter with this boy and before his sanitarium treatment, his eyes

THE NUMBER OF CHILDREN EXAMINED IN ALLEGANY COUNTY, THE NUMBER FOUND TO BE PHYSICALLY FIT, THE NUMBER FOUND TO HAVE DEFECTS, AND THE PRINCIPAL DEFECTS NOTED.

*Total Number Examined.	Children Found Physically Fit.		Children Found to Have Physical Defects.		†Number and Character of Physical Defects Found.											
	Number.	Per Cent.	Number.	Per Cent.	Total Number Defects.....	Hypertrophoid Tonsils.....	T. B. Suspects & Abnormal Conditions of Throat & Lungs.	Heart Lesions.....	Genito-urinary.....	Bad Teeth.....	Abdomen.....	Abnormal Vision...	Malnutrition.....	Retarded Mentality.	Orthopedics.....	All Others.....
247	121	.49	126	.51	198	61	18	8	25	50	2	2	12	3	3	14

*As the law does not require medical examination of applicants for street-trade permits, 98 newsboys licensed in Cumberland do not appear in these totals.

†As a number of defects appear in one child (in one case as many as ——), the total number of defects materially exceeds the total number of children found to be abnormal.

CHILDREN IN ALLEGANY COUNTY WHOSE PHYSICAL DEFECTS CAUSED EXAMINING PHYSICIANS IN 1915 TO LIMIT WORK SUCH CHILDREN COULD DO.

Total Number of Qualified Permits	Per Cent. Which They Are of Total Number of Defective Children	NUMBER AND CHARACTER OF DEFECTS FOUND IN CHILDREN TO WHOM QUALIFIED PERMITS WERE ISSUED.						
		Total Number of Defects	T. B. Subjects and Abnormal Throat and Lung Conditions	Heart Lesions	Genito-urinary	Abdominal	Orthopedic	Other Defects
26	21.6	59	22	3	9	1	2	22

were dull, he was emaciated, had a sickly color and seemed almost unable to articulate. The inspector met the boy several months later and after he had had the benefit of medical attention and sanitarium care. He had grown perceptibly; came forward to greet the inspector with a smile and seemed much amused at the advice given him, viz: "to make himself so valuable that he could not be spared as a helper." Had this youngster been given just one of his rights; had he been allowed to attend school, his hours at least would not have been so irregular and abnormal as those in glass manufacturing establishments, and the inroads on an already underfed body would not have been so insidious. While the boy was still at work in the factories, one night the inspector met him walking wearily through the hot sun to work on the night shift. It was then 5 P. M., and not before 3 A. M. at the earliest could it be expected that he would start for home. His lunch box contained only bread and butter.

A discussion of such cases might continue indefinitely, but we will conclude by referring to only one other. The child in question is not by circumstance obliged to work, but his lapses from strict respect of other persons' property was the cause of his expulsion from school. Upon examination, after applying for a permit, it was found that there was urgent need of removal of both tonsils and adenoids. The parents consenting to this, the operation was performed. It was found that his tonsils were large and "exceedingly bad." Quoting the words of the operating physician, he had "more adenoids than I remember ever having seen in a boy of his age. His trouble was further increased by a deviated septum—one nostril was completely closed." "We have strong hopes that this operation will improve his mentality," etc. If eye-strain can be the cause of a nervous breakdown, why should not such a condition as that shown above be the irritating cause of just the serious fault that has at an early age interrupted the schooling of this boy?

It is the correction of the defects that is of the greatest value, and what has been accomplished is due to help from many sources. First, to the diagnosis and orders by the examining physicians; then to the influence of the agent before referred to—Miss Hartsock, who secures the medical and surgical care (often given free of charge) by the physi-

Recommendations or Orders.	Disposition.
..to have teeth attended to.	Vacation permit granted.
.....	Vacation permit granted.
Miemoval of tonsils.	Permit for outdoors light work only.
Mirdered removed.	General permit granted 10 days later following Tonsillectomy.
..nsils out when dentist completes work.	Vacation permit granted.
..to have teeth attended to and tonsils ..ed.	Vacation permit granted for light outdoor work only.
..sion suggested.	Temporary permit granted.
..sion ordered.	Circumcised—recovered; permit (vacation) granted.
..ll upset health if not fixed.	Parent again notified; permit (general) granted.
..have tonsils out for safety; work ..tted should be very light.	Mother notified; vacation permit granted.
..of tonsils and advised tuberculin test.	Vacation permit for light outdoor work only.
..xamination in a few days.	Re-examined in a week's time; permit (general) granted. Tonsils and lungs normal.
..resent vaccination certificate before granted; advised to see ear specialist.	Vaccinated next day; permit (general) granted.
..nsils out.	Temporary permit granted.
..removal of tonsils.	Vacation permit granted for light work. To report later.
..circumcised; should have tonsils re-l.	.....
..sils should be removed for his own ..y; not bad enough to hold him up work.	Child has been circumcised; vacation permit granted.
..ommended; must have tonsils out.	.....
.....	Tonsils have been removed; vacation permit granted.
.....	Withhold permit till health improves.
.....	Permit for light outdoor work only.
.....	General permit granted for light work only; permit granted (general) 2 weeks later.
D.....	Temp.
	Boy was referred to his family physician, who

DETAILED TABULATION OF RESULTS OF 26 DIAGNOSES MADE BY THE EXAMINING PHYSICIAN IN ALLEGANY COUNTY

Case Number.	Nationality.	Age. Yrs. Mos.	Sex.	Examined By.	Condition of Teeth.	Throat.	Lungs.	Heart.	Abdomen.	Genito-urinary.	Orthopedics.	General Defects.	History.	Recommendations or Orders.	Disposition.
1	Amer.	14—11	M.	L. J. Simonton.	Bad.					Cryptorchid, left side.				Advised to have teeth attended to.	Vacation permit granted.
	Amer.	12	M.	L. J. Simonton.	Three decayed.					Varicocele, left side.			Rheumatism and result: not mitral regurgitation.		Vacation permit granted.
2	Amer.	14	M.	L. J. Simonton.	Hutchinson's teeth.	Tonsils bad.		Mitral regurgitation.						Advise removal of tonsils.	Permit for outdoors light work only.
2 (1st examination)				C. L. Owens.	Hutchinson's teeth.	Tonsils bad.		Mitral regurgitation.				Khin toxicodendron poisoning.		Tonsils ordered removed.	General permit granted 10 days later following Tonsillectomy.
2 (2d examination 7 months after)	Amer.	12—7	M.	L. J. Simonton.	Defective.	Tonsils enlarged; slight pharyngitis.								Have tonsils out when dentist completes work.	Vacation permit granted
3	Amer.	14—5	M.	L. J. Simonton.	Very bad.	Tonsils very large	Crepitant rales right axillary region.			Phimosis			Parents not "strong"; "have coughs."	Advised to have teeth attended to and tonsils removed.	Vacation permit granted for light outdoor work only.
4	Amer.	14—10	M.	W. A. Gracie.	Fair.									Circumcision suggested	Temporary permit granted.
4 (1st examination)														Circumcision ordered.	Circumcised—recovered; permit (vacation) granted
4 (2d examination 11 days after)	Amer.	15—7	F.	L. J. Simonton.	Bad.							Depression 2d left chondro-costal articulation.		Teeth will upset health if not fixed.	Parent again notified; permit (general) granted.
5	Amer.	14—6	F.	L. J. Simonton.		Tonsils enlarged.	Slight roughness left bronchus. Crepitant rales right axillary region and apex posterior; "coughing for 6 mon."							Should have tonsils out for safety; work permitted should be very light.	Mother notified; vacation permit granted.
6														Removal of tonsils and advised tuberculin test	Vacation permit for light outdoor work only.
7	Amer.	13—6	M.	L. J. Simonton.		Tonsils enlarged.			Wears hernial truss, but hernia not apparent.					For re-examination in a few days.	Re-examined in a week's time; permit (general) granted. Tonsils and lungs normal.
8	Amer.	16—7	M.	L. J. Simonton.		Tonsils inflamed	Slight bronchial roughness					Right ear very deaf; left ear slightly so.	Not vaccinated.	Must present vaccination certificate before permit granted; advised to see ear specialist.	Vaccinated next day; permit (general) granted
9	Amer.	16—5	M.	C. L. Owens.		Tonsils slightly enlarged.								Have tonsils cut.	Temporary permit granted.
10 (1st examination)	Amer.	14—7	M.	L. J. Simonton.		Tonsils very large.				Slight varicocele left side.				Advised removal of tonsils.	Vacation permit granted for light work. To report later.
10 (2d examination 3 months later)				L. J. Simonton.		Tonsils enlarged.								Must be circumcised; should have tonsils removed	
11 (1st examination)	Amer.	15—2	M.	L. J. Simonton.		Tonsils enlarged; full of crypts.				Phimosis				Old tonsils should be removed for his own safety; not bad enough to hold him up from work.	Child has been circumcised; vacation permit granted.
11 (2d examination 3 weeks later)														Bath recommended; must have tonsils cut.	
12 (1st examination)	Amer.	14—9	M.	L. J. Simonton.		Tonsils enlarged.									Tonsils have been removed; vacation permit granted.
12 (2d examination 5 days later)															Withhold permit till health improves.
13	Amer.	15—6	M.	C. L. Owens.		Has laryngitis; may be tubercular.	Flattened at apices; rales pronounced upper right. Phthisical habitus.					Poorly nourished.			Permit for light outdoor work only.
14 (1st examination)	Amer.	15—6	M.	L. J. Simonton.			2d exam.: Crepitant rales right apex; find rales left axillary region also. 3d exam.: Can detect no rales at all.					Still poorly nourished; may improve as financial condition does.			General permit granted for light work only; permit granted (general) 2 weeks later.
14 (re-examined 2 weeks later and again 3 months later)															
15	Amer.	14—8	M.	C. L. Owens				Dilated right side; palpitation at times.							Temp.
16	Amer.	13—4	M.	L. J. Simonton.			Phthisical habitus alar scapulae; slight bronchial roughness.			Undescended testicles, neither visible or palpable.	Correction of Kyphosis.	Chest deformed; kyphosis sub-clavicular fossae depressed.		Correction of genital deformity necessary.	Boy was referred to his family physician, who "treated" him, but advised against correction of genital deformity. Though deploring this, vacation permit was finally granted upon condition that boy remain out of school 6 mon.
17	Amer.	15—6	M.	W. A. Oracle and C. L. Owens.	Few decayed.	Congested.	Lesion found in both upper lobes.					Has mentality of child of 7 years	2 brothers later sent to State San.; 1 found mentally unbalanced.	Open-air life suggested, with job with no responsibility.	Sent to sanatorium; condition much improved in 6 months.
18 Brother of 14 (then during a period of 7 mon.	Amer.	14—6	M.	L. J. Simonton, W. A. Gracie, C. L. Owens.	One decayed			1st exam.: Action rapid; otherwise normal. 2d exam.: Leaky heart. 3d exam.: Can detect no leaks; regurgitation may be intermittent. 4th exam.: Still to be kept under observation.				Poorly nourished.	Mother died of tuberculosis.	1. For outdoor work. 2. To have medical care, and if possible to be kept quiet. 3-4. May be permitted to work in drug store, to report every two weeks.	1. Got job in glassworks; permit (general) granted. 2. Was taken care of for 2 mos. in a country home. 3-4. General again granted 7 mos later; child still under observation.
19	Amer.	14	M.	L. J. Simonton.						Phimosis.				Correction of phimosis is necessary.	1 mo. later phimosis corrected by family physician after considerable difficulty; permit (vacation) granted
20	Amer.	13—3	M	C. L. Owens.	Fair	Adenoids; tonsils enlarged; right tonsil adherent.				Long and adherent; prepuce slightly inflamed.				Ordered tonsils and adenoids removed; advise circumcision.	2 weeks later, tonsils having been removed, vacation permit is granted.
21	Amer.	14—10	M.	L. J. Simonton.						Undescended testicle.		Complains of being nervous.		Advise removal of undescended testicle.	Family physician advised against operation; vacation permit granted.
22	Amer.	12—9	M.	L. J. Simonton			Roughened breathing both bronchi.					Rhinitis.			Permit for outdoor work only and treatment for "cold." Vacation permit granted as carrier for route; uncle notified of condition.
23	Amer.	14—4	M.	L. J. Simonton.			Breath sounds accelerated over entire right lung; no rales.					Right side thorax depressed; right shoulder lower than left. Purulent rhinitis → crust formation.	Father died of tuberculosis; younger brother has it (26).		Permit outdoor work only. Permit (general) granted as errand boy and driver.
24 Brother of 23. Special Case. For comparison two examination records are shown of this girl. She applied first Oct. 10, 1913, at age her age as 16 years 6 months.	Amer.	12—1	M.	L. J. Simonton.	Very bad.	Crepitant rales right axillary region; right side chest depressed; phthisical habitus.				Phimosis.		Poorly nourished; has a cough.	Father died of tuberculosis.	Advised to leave school and enter a sanatorium; otherwise light outdoor work only advised.	Permit refused; referred to tuberculosis nurse
Second application made Nov. 3, 1915, two years and one month later; age then recorded to be 15 years 7 months.	Amer.	15—7	F	L. J. Simonton	Two decayed.	Tonsils enlarged.	Bronchial rales (right side).					Poorly nourished	Has had measles, mumps, scarlet fever, whooping cough, diphtheria, typhoid fever.	For re-examination in one week; advise treatment of teeth and removal of tonsils.	At advice of physician, the mother of this then 13-year-old girl gave up the idea of putting her to work in a textile mill and sent her back to school.
	Amer.	15—7	F	C L. Owens	Fair; one decayed.	Tonsils slightly enlarged	Rales right side of lung.					Flattened upper portions right lung		That child be kept under observation.	Permit granted. To report later.

cians to whom the children are referred; to the assistance of the civic club members and other individual residents quite as generous. Because of the co-operation of all these the welfare phase of this work has prospered, and to them the heartiest appreciation is due.

ISSUANCE OF EMPLOYMENT CERTIFICATES IN THE COUNTIES OTHER THAN WESTERN MARYLAND.

MATHILDE L. SELIG.

Following the plan worked out by the Bureau in 1914 in co-operation with the County School Superintendents, the authority of issuing employment certificates in the counties is vested in physicians designated and appointed by the County School Superintendents. In nearly every community having one or more industrial enterprises a local physician has been appointed to issue the necessary permits for the employment of minors under 16 years of age.

During 1915, 81 physicians were engaged in this work in the territory covered by this report. The Bureau has endeavored to maintain a uniform standard in the issuance of permits throughout the counties by requiring a strict adherence to the forms supplied for that purpose. Every effort has been made to impress upon the physicians the importance of making complete and accurate returns of the necessary data in order to tabulate this information and present a complete and comprehensive report of this phase of the work. Sometimes the record fails to show the date of birth of the applicant, or the age does not conform with the date of birth stated. But as is most frequently the case, the evidence of age accepted is not designated. The matters are taken up with the physician, and often an unavoidable and lengthy correspondence follows before they are finally adjusted. The figures used in this report represent the complete returns made by 47 physicians and the partial returns of 8. Twenty-four physicians reported that no permits had been issued by them, and 2 failed to make any report after several requests had been made by the Bureau. In the partial reports made by the 8 physicians, 63 permits were involved in questions as to proof of age accepted; 3 permits had been issued in the forms of letters; 2 failed to state the date of birth, and 1 general employment permit had been issued to a third-grade child.

The law's requirements for securing a general employment certificate are (a) evidence of age, (b) a school record from

the principal or chief executive of the school last attended, stating that the applicant has completed the course of study prescribed by law, and (c) a medical examination to determine whether the child is physically and mentally equal to the occupation described in the application.

The requisites for securing a vacation employment certificate are the same as those for a general employment certificate, except that no school record is required. No educational qualification is exacted in order to secure such a permit. In some instances the applicant is unable to sign his name. In both cases the applicant is required to successfully pass a physical examination.

Forms for the issuance of these permits are furnished by the Bureau in triplicate. In either class of permits the original permit is given to the applicant to file with the employer during the period of employment; the duplicate is retained by the physician for his personal files, and the triplicate form is forwarded to the Bureau. These are tabulated and filed for future reference. A monthly report of all permits issued is required to be sent to the County Superintendent of Schools, who, after careful investigation, approves this report and forwards it to the Bureau. Here the triplicate forms are checked with the Superintendent's report, and if all the required data are given, the record is submitted to the Chief of the Bureau as the basis for settlement of the fee charges of the examining physicians.

During 1915 the greatest number of permits issued in any one county was 512, in Caroline, representing 20.6 per cent. of the total number issued. Of this number, only 1 was a general permit, while 511 were vacation permits. Dorchester county follows with 459 permits, or 18.4 per cent. of the whole, while Wicomico is third with 347 permits, or 14 per cent. The table shows that comparatively few permits were issued in Baltimore county and none in Anne Arundel; the reason for this being that the children of these counties are requested to apply at the Bureau for the necessary permits and are included in the table of permits issued in Baltimore City. No permits have been issued in Calvert, Charles, Montgomery and Prince George counties.

Great stress is laid on the importance of securing some official evidence of age as prescribed by the law. This evi-

TABLE No. 1.

NUMBER AND KIND OF PERMITS ISSUED IN EACH OF THE COUNTIES OTHER THAN [1]WESTERN MARYLAND.

County.	General.	Vacation	Total.	
			Number.	Per cent.
Anne Arundel	...	...	...	....
Baltimore	14	4	18	.7
Calvert	...	...	...	....
Caroline	1	511	512	20.6
Carroll	...	130	130	5.2
Cecil	16	3	19	.7
Charles	...	...	...	....
Dorchester	29	430	459	18.4
Harford	4	173	177	7.1
Howard	19	26	45	2.0
Kent	...	63	63	2.5
Montgomery	...	...	...	....
Prince George	...	...	...	....
Queen Anne	...	28	28	1.1
St. Mary's	...	37	37	1.5
Somerset	16	251	267	10.8
Talbot	...	296	296	11.9
Wicomico	9	338	347	14.0
Worcester	2	84	86	3.5
Grand total	110	2,374	2,484	100.0

[1]Western Maryland includes Allegany, Washington and Frederick counties.

dence is required in the order designated, *i. e.*, birth certificate, passport or baptismal certificate and other documentary proof of age (including certificate from physician or midwife or a Bible or family record). In case of failure to secure any such evidence, an application is filed in which parent or guardian makes affidavit to the age of the child and to the statement that no documentary evidence can be produced. This application must be filed for 10 days. If at the expiration of that time no facts appear contradicting the statements made therein, the examining physician adds a written statement thereto, expressing his opinion as to the evident age of the child, and affixes his signature. This form is required by law to be filed in lieu of the documentary evidence.

In this provision lies a most difficult problem of the physician issuing permits. Owing to the incomplete registration

of births 12 to 16 years ago, the records of the county health officers give but a small percentage of this information. This same condition of affairs is encountered on application at the State Health Department.

In attempting to secure baptismal records, an inquiry often brings the information from the present pastor of a church that his predecessor has taken his records with him, or that no records have been kept. In many cases, however, this proof is available.

Physicians usually and midwives rarely have records. In a large percentage of the cases Bible or family records can be produced.

The objection made by physicians in filing the required affidavit is that they cannot give the time to the correspondence necessary to determine the availability of documentary evidence as required. When we consider that the fee paid the physicians for procuring the necessary data, together with a complete physical examination of the child, is only 50 cents, we can hardly expect him to spend part of this for postage nor to give the time necessary for such correspondence. In some cases the parents are ignorant of the method of procedure in securing such records, and in some cases are unable to read or write.

TABLE No. 2.

EVIDENCE OF AGE ACCEPTED IN THE ISSUANCE OF PERMITS IN ALL COUNTIES OTHER THAN [1]WESTERN MARYLAND.

Proof of Age.	General.	Vacation	Total.	
			Number.	Per cent.
Official birth record (Maryland State)	4	142	146	5.88
Baptismal certificate	6	230	236	9.50
Physician's or Midwife's certificate	1	...	1	.04
Bible or other family record	64	1,635	1,699	68.40
Miscellaneous records	18	86	104	4.19
Total documentary proof	93	2,093	2,186	88.01
Affidavit	17	265	282	11.35
Unknown	...	16	16	.64
Grand total	110	2,374	2,484	100.00

[1]See footnote to Table 1.

As shown in the foregoing table, of the 2484 permits issued, 1699, or 68.4 per cent. of the total number, presented Bible or family records; 236, or 9.5 per cent., presented baptismal records, and 146, or 5.8 per cent., presented birth certificates. In all, 2186, or 88 per cent., produced some documentary evidence of age, while 282, or 11.3 per cent., were unable to secure any proof of age and affidavits were accepted.

The problem of securing documentary evidence of age is even greater with physicians handling a large percentage of colored applicants, as in the majority of cases no registered physician or midwife was in attendance at the birth of the child, and no registration has been made. Many of the colored churches have no regular pastors, so there is a bare possibility of any records having been kept. In many instances no Bible or family records are available because of the illiteracy of the parents. The seriousness of the problem is appreciated when we consider that 45 per cent. of the children securing permits were colored.

Of the 2484 children securing permits, 1356, or 55 per cent., were white, while 1128, or 45 per cent., were colored. Of the 1356 white children securing permits, 837 were 14 years or age or over and 519 were under 14 years. Of the 1128 colored children, 602 were 14 years of age or over and 526 were under 14 years. Only 10 general employment certificates were issued to colored children, while 100 were issued to white children.

The issuance of permits to children to engage in industries operating throughout the year is not a difficult situation to handle, as the applicant usually arranges for such employment some time in advance of entering the industry. There is usually a physician in the community from whom instructions may be obtained. The required data can be secured and held in readiness for the issuance of the permit. This is true in the case of vacation as well as general employment certificates, as many boys and girls have their jobs "promised long before the close of school." The issuance of permits to cannery children opens the difficult phase of this work, and the seriousness of the problem will be appreciated when we consider that 2175, or 87½ per cent., of the permits issued were for cannery work, while only 309, or 12½ per cent., were for employment in the other industries. (See table on page 186.)

TABLE No. 3.

COLOR, SEX AND AGE OF CHILDREN SECURING GENERAL AND VACATION PERMITS IN THE COUNTIES OTHER THAN [1]WESTERN MARYLAND.

Color, Sex and Age.	General.	Vacation	Total. Number.	Total. Per cent.
White—Male—12 years	...	122	122	4.9
13 years	...	147	147	5.9
14 years	29	231	260	10.5
15 years	24	135	159	6.4
Total	53	635	688	27.7
Female—12 years	...	119	119	4.8
13 years	...	131	131	5.3
14 years	26	225	251	10.1
15 years	21	146	167	6.7
Total	47	621	668	26.9
Colored—Male—12 years	...	116	116	4.7
13 years	...	124	124	5.0
14 years	2	131	133	5.3
15 years	4	81	85	3.4
Total	6	452	458	18.4
Female—12 years	...	159	159	6.4
13 years	...	203	203	8.2
14 years	2	190	192	7.7
15 years	2	114	114	4.7
Total	4	666	670	27.0
Grand total	40	2,374	2,484	100.0

[1]See footnote to Table 1.

In many instances the canneries are situated in isolated places and draw the supply of labor from a distance of many miles. Many of the applicants have no means of transportation in order to make application to the physician for permits to work, and the distance is often too great to walk. To overcome this difficulty arangements are made by the canner to have the applicants, with their parents, meet the physician on a certain day and have the permits issued. Often the applicants are uninstructed or only partially instructed as to the requirements, and come without the neces-

sary data. Often the distance to the homes is too great for a return trip during the time of the physician's visit, as his time is limited, and he does not relish a second visit to the cannery, often a long drive, for the purpose of issuing one or several permits. Matters could be greatly facilitated by closer co-operation on the part of the canner by arranging for the issuance of these permits in advance of the beginning of the canning season. Usually this is left until the opening day, and it is impossible for the physician to meet the demands of all the canners for whom he issues permits, as practically all the canneries open at the same time.

When permits are issued at the canneries—and this is done to a marked extent—the physician is greatly handicapped in performing the necessary physical examination. There is no place at the cannery affording privacy, and the facilities necessary to such an examination are lacking. In consequence, only a superficial examination can be made, and certainly nothing more could be expected under such conditions.

TABLE No. 4.

NUMBER OF PERMITS ISSUED FOR THE VARIOUS INDUSTRIES IN THE COUNTIES OTHER THAN [1]WESTERN MARYLAND.

Industry.	General.	Vacation	Total.	
			Number.	Per cent.
Mercantile	12	54	66	2.66
Telegraph Service	1	5	6	.24
Manufacture—Clothing	25	26	51	2.05
Textiles	36	31	67	2.70
Bakery products	3	2	5	.20
Lumber products	2	26	28	1.13
Wooden boxes and baskets	4	49	53	2.13
Copper and tin products	4	7	11	.44
Mechanical—Printing	2	1	3	.12
Canning	21	2,154	2,175	87.57
Laundry	...	1	1	.04
Place of amusement	...	4	4	.16
Garage	...	1	1	.04
Miscellaneous	...	13	13	.52
Grand total	110	2,374	2,484	100.00

[1]See footnote to Table 1.

Next to canning, the greatest number of permits were issued for mercantile establishments, the manufacture of clothing, textiles and wooden boxes and baskets, each averaging about 2 per cent. of the total number. The remaining industries demanded but a small percentage of the permits issued.

TABLE No. 5.

NUMBER OF PERMITS ISSUED EACH MONTH IN THE COUNTIES OTHER THAN [1]WESTERN MARYLAND.

Month.	General.	Vacation	Total.	
			Number.	Per cent.
January	8	...	8	.3
February	11	1	12	.5
March	1	6	7	.2
April	3	11	14	.6
May	7	75	82	3.3
June	10	191	201	8.1
July	44	147	151	6.1
August	5	1,514	1,519	61.2
September	11	360	371	14.9
October	24	58	82	3.3
November	21	10	31	1.3
December	5	1	6	.2
Total	110	2,374	2,484	100.0

[1]See footnote to Table 1.

The bulk of the work of issuing permits in the counties is done during the summer months prior to and during the canning season. In August 1519, or 61 per cent., of the total number of permits were issued; in September, 371, or 15 per cent., and in July, 151, or 6 per cent. During June 201, or 8 per cent., of the permits were issued, and in May, 82, or 3 per cent. These months are usually busy ones for the officers issuing permits, owing to the close of schools, many boys and girls securing employment at this time for the summer months. During the 7 remaining months only 6 per cent. of the total number were issued.

SHOWING THE GRADE COMPLETED BY CHILDREN SECURING GENERAL EMPLOYMENT CERTIFICATES IN THE COUNTIES OTHER THAN [1]WESTERN MARYLAND.

Grade.	General Permit.	
	Number.	Per Cent.
4th	4	3.6
5th	49	44.6
6th	23	20.9
7th	20	18.2
8th	10	9.1
9th	1	.9
10th	1	.9
2nd year high school	2	1.8
Total	110	100.0

[1] See footnote to Table 1.

As is shown by the foregoing table, the majority of children securing general employment certificates had completed only the fifth grade. This class numbers 49, or 45 per cent. of the total number; 23 had completed the sixth grade and 20 the seventh. Only 14 of the 110 children had gone further in school than the seventh grade.

The facts as presented in this report are not meant as adverse criticism of the work of the physicians issuing permits in the counties, but are placed before the public in order that the difficulties met and obstacles surmounted can be appreciated. Let it be plainly understood that many physicians are doing faithful and conscientious work in endeavoring to fulfill the requirements of the law, and are making the most of meager opportunities with but small and undoubtedly insufficient remuneration for their services.

REVOKED PERMITS.

Under the provisions of the Child Labor Law, employment certificates may be revoked for cause and the dismissal of the child requested by the Bureau. When a permit issued by a physician in the county is to be revoked, he is requested

to recall the original of the permit filed with the employer and forward same to the Bureau; also to notify both child and employer that such employment must be discontinued at once.

The records of 1915 show that 38 permits were revoked. This number shows a marked decrease when compared with the number revoked in 1914. The following table shows the reasons for revoking these permits:

Over 16 years of age at time of application	3
Under 12 years of age	3
Under age for work in mechanical establishments	14
Permits issued to Baltimore children	18
Total	38

Of the 3 permits issued to children under 12 years of age, 2 were for cannery work and 1 for a crab-picking establishment.

Of the 14 permits issued to children under 14 years of age to work in manufacturing or mechanical establishments, 7 were issued for basket or box factories, 3 for can factories, 2 in contracting, 1 for a clothing factory and 1 for a printing establishment. The reasons for issuance of some of these permits as given by physicians were to the effect that the work of these children was in no way connected with machinery. It was carefully explained that the purpose of the law is the absolute exclusion from manufacture of all labor of children under 14 years of age.

The remaining 18 permits revoked were issued to children whose permanent residence is in Baltimore; 11 of this number being issued by one physician. During the first year of the administration of the present Child Labor Law it was found in a number of instances that children who had been refused permits in Baltimore had been successful in securing them in the counties. Some of these children were under 12 years of age. Because of the difficulty of securing official evidence of age, permits had been issued on affidavits of the parents, who misrepresented the ages of these children. Others had been refused by the physicians attached

to the Bureau because of physical defects. When such conditions were brought to the notice of the Bureau, it was decided that all children permanently residing in Baltimore should secure their permits before going to the counties to work. A circular-letter stating these facts was sent to each of the physicians engaged in this work, instructing them that in the future no fee would be paid for the issuance of permits to Baltimore children unless official evidence of age was presented. Two salaried physicians are attached to the Bureau to do this work, and it was deemed a waste of the State funds to pay to have this work done in the counties.

Although required to report monthly a list of permits issued, many physicians do not submit a report until the end of the year, and then only on request of the Bureau. Because of this it is difficult to handle the cases of children working illegally or at forbidden occupations, as they are often allowed to work during the entire summer or until found at work by the inspector.

The comparatively few cases during the past year is indicative of a more comprehensive knowledge of the requirements of the law, on the part of the physicians, and give promise of a better and more effective administration during the coming year.

PERMITS REFUSED.

But few records of permits refused in the counties have been received by the Bureau during 1915, although for several years past great stress has been laid on the necessity of having such information at hand. It is only through a complete and accurate report of such records that the needs of a community can be shown and the necessary agencies established or legislation enacted to correct defective conditions. For instance, if the records indicated that a large number of children who had reached the legal working age had been refused because they failed to qualify educationally, then the need for uniform and State-wide compulsory school attendance could be shown. A large number of physically defective children would show the need of organizing some medical or nursing association to care for them, or, if possible, to remedy these defects. The children under age upon

whose earnings the families have been depending could be given their rightful opportunities in life by the establishment of a State fund or of some charitable organization to care for the families temporarily rather than place the unfair burden of earning a livelihood on these immature shoulders.

The returns made by the physicians during 1915 show the refusal of only 21 permits; 14 of these were made to children under age, and 7 failed to pass the educational test. In only one instance—that of an 11-year-old child—was any note made of physical disqualification.

One physician stated in the course of an interview that no such records had been made by him, because it would appear that he wanted the fee of 50 cents too badly. A number of physicians stated that they had refused permits, but no records had been made. If the records had been kept carefully, the probabilities are that Maryland's standard of physical fitness for working children would be no greater cause for boasting than its educational requirements.

THE BUREAU INSPECTION DURING 1915

ANNA HERKNER.

The Bureau of Statistics and Information is charged with the inspection of places of employment under two laws. Chapter 779 of the Laws of Maryland requires that all premises on which any articles of clothing, hats, gloves, furs, feathers, artificial flowers, purses, cigars or cigarettes are made in whole or in part should be inspected preliminary to licensing, and thereafter annually unless the premises are likewise dwellings, in which case there should be a semi-annual inspection. Under the Child Labor Law the Bureau is authorized and required to inspect all premises on which children regulated by this law are employed or suffered to

VIOLATIONS REPORTED DURING 1915.

Nature of Violation.	Baltimore City. Reported by Licensing department.	Baltimore City. Reported by Inspectors.	Counties. Reported by Inspectors.	Total.
Employing child:				
Without work permit	350	197	516	1,063
Below legal age	8	22	41	71
At prohibited occupation	9	...	...	9
During school hours on vacation permit	3	4	1	8
Over 10 hours a day	6	...	...	6
At other than specified occupation	5	...	...	5
By other than specified employer	3	...	...	3
Permit not filed by employer	8	...	...	8
Permit returned to child instead of Bureau	290	...	...	290
Total	682	223	558	1,463

work. These legal enactments would seem sufficient to secure to the workers the intended protection through regulation. In Maryland, however, as in all States where inspectors are appointed for political reasons and are not selected by virtue of their qualifications and thereafter protected in the careful discharge of their duties by civil service, the inefficient inspection under these laws is an injustice to those whose need of protection was recognized by such enactment.

During the first year of the present administration, to economize time and effort, the inspectors appointed under these two laws were considered as a single group and were all detailed to do both kinds of inspections in the districts assigned them. The State had just made a great gain in legislation looking to the restriction of child labor, and it was important that this legislation should be carefully, intelligently and honestly administered in every detail. Experience soon showed that not all of the inspectors were either able or willing to carry out their instructions, and, lest the cause of the child laborers be injured seriously, the inspectors were divided into two groups after the first year. The two inspectors provided under the factory law were assigned to that work exclusively. A great deal of factory-made clothing is sent into homes to be finished. This fact affects seriously the effort of the clothing operatives to improve conditions, and was therefore deemed worthy of a special study by the Bureau. The results of the effort were far from satisfactory, and the Bureau was forced to the conclusion that the desired data could better be secured by a woman inspector who, because of the very fact that she was a woman, could more easily secure the confidence of women, who was trained to establish the necessary friendly relations, and who furthermore could speak with the foreign women in their own tongue. In the third year of the administration such a woman from the forces of Child Labor inspectors was assigned to the required inspection and to the study of home workers. The two men inspectors were retained during the third year on the inspection of workshops and factories manufacturing clothing and tobacco products. The woman inspector was not altogether relieved of child labor inspection, but was called upon to assist in the inspection of establish-

ments employing large numbers of girls and in others that had to be covered in a short busy season.

In the course of the study of the home finishers, it was found that during the past two years the factory inspectors had illegally authorized workshop licenses for dwellings through their lack of careful discrimination. This fact shook the Bureau's faith in them and they were withdrawn from that work. The entire field, involving nearly 3000 inspections a year, was assigned to the woman inspector, who was further instructed to make child labor inspections of all the premises she visited. The report on this work is given by Margaret Rosanuska in another part of this volume.

Under the Child Labor Law there are provided seven inspectors, an officer to issue permits, and medical examiners. There were over 20,000 applications for permits throughout the State during the year, about 80 per cent. of which were made in Baltimore City. Including newsboys, the number of licensed children working in the State during a year is approximately 16,000. If apportioned among the persons provided by the law to insure the regulation of the conditions of their employment, each of the seven inspectors would be responsible for over 2200 children. This apportionment should be kept in mind in judging the work of the administrative force.

The administration of this law, as has been stated in previous sections of this report, divides into two distinct parts, both equally essential to its complete enforcement. The guarded entrance of children into industry through the careful issuance of work permits is logically the first half of the work. The 15,000 applicants considered annually in the City of Baltimore, together with the task of making records and filling them, obviously require the time and services of more than the one person provided by law. The supervision by the Bureau of some 3000 permits issued annually in the counties makes a further demand on the services of the inspection force. The foregoing chapters, dealing with the work for 1915, show that of eight officials—one issuing officer and seven inspectors—provided for the administration of the Child Labor Law, four are necessary to the work of issuing permits. The one designated in the law as the officer issuing permits is the head of the department. One inspector is sta-

tioned in a branch office opened early in the year in Cumberland, and is doing the Bureau's work of issuing permits and inspecting under both laws in the five counties of Western Maryland. A second inspector has carefully supervised through correspondence the issuance of permits in the remaining counties. She also has done practically all of the inspection on the Eastern Shore, which, by virtue of the numerous canneries located there, is entitled to the service of a permanent branch office.

In passing, it should be said that these branch offices should assume the work of considering all the applicants for permits in ther respective territories as nearly as possible. This could be done comparatively easily if each branch were supplied with a motor car, and a regular schedule of hours in all industrial centers were maintained.

During 1915 a third inspector has been detailed to the regulation of newsboys, which involves both relicensing and inspection. Each of these three inspectors—the two working in the counties and the newsboy inspector—is responsible for the regulation of fully 2000 children. The officer issuing permits, aided by a clerical force of two, passes practically upon all the applicants who present themselves in Baltimore City, thus carrying an unduly large share of the work.

The remaining four inspectors are relieved of all work related to the issuance of permits, keeping of records and files and correspondence. They have been called upon regularly the first of every month to tabulate the records of the children licensed during the preceding month. Some further demands on them for office work have been made occasionally.

The total number of children reported through inspection during the year was 7350. Of these, over 2000 were included in the work of the inspector who was assigned to the supervision of the Bureau's work on the Eastern Shore; 1000 were reported by the woman doing factory inspection in the clothing and tobacco manufacturing industries, and about 350 were in the territory of the inspector situated in Western Maryland. The four inspectors doing field work in Baltimore City, and who did some cannery inspection in the counties, reported on about 4000 children, over three-fourths of whom worked in the city. Since there are approximately 6000 licensed child laborers in Baltimore, the work of the

four inspectors in 1915 fell about 50 per cent. short of their task.

Though the State can offer no excuse for this failure to secure to its child wage-earners the protection accorded them by law and paid for by its citizens, the blame should not rest entirely on these four officials. They, together with the rest of the population, are a part of the spoils system, and it must be said in all fairness with regard to these particular inspectors that they filled their positions for the most part honestly to the best of their ability and did not consider that past service in the party organization relieved them of giving time and effort to their official positions. Two of them were as willing and able workers as can be secured under the system of appointment of public officials to maintain political strength.

At the request of several social agencies, the Bureau adopted in its child labor inspection the United States Census Enumeration Districts, in order that its work might be comparable by the use of the same district system with the findings of other agencies. The 400 districts were apportioned among the four inspectors. The inspection of the clothing industry for child labor had already been combined with the regular factory inspection and assigned to another inspector. This eliminated from the work of these four inspectors the second largest child-employing industry in the city. The inspection of past years had failed most in not reaching the children employed in the smaller establishments. The explanation offered for this was that unless a child was sighted on the premises, the inquiry, whether children were employed was apt to be met in the negative. In order, therefore, to give the inspectors another excuse for entering every place of business or industry, the Bureau planned that the registration required under Chapter 779, as amended by the Legislature of 1914, should be secured through the inspectors rather than by mail. All establishments, whether manufacturing, mechanical or mercantile, employing five or more persons are required to register with the Bureau of Statistics. The inspectors were supplied with the cards prepared for this purpose and were instructed to enter every establishment in their respective districts. The Bureau hoped in this way to secure a complete registration, as well as an intensive child labor inspection. The Bureau's hopes

were doomed to much disappointment. The inspection laws do not provide for a chief inspector, nor for an administrative force sufficiently large to permit of a special detail, even temporarily, for this work.

At the time of the enactment of the Factory Law, many years ago, no chief inspector was provided, because at that time the work of the Bureau was not so great as to prevent the chief from serving in the capacity of director and supervisor of the inspection work. During subsequent years, although the enactment of increasingly stringent child labor laws and an increased force of inspectors enormously increased the work of the Bureau, no provision has been made for a supervising inspector. Doubtless the failure to make adequate provision is due to an assumption on the part of the public that the inspectors in this, as well as all other administrations, are chosen with reference to their experience and ability to perform the work without constant supervision. How far this is from the truth, a careful scrutiny of the inspection records from the date of the enactment of the laws will show.

While the work of inspectors, chosen chiefly for political reasons, never measures up to the intent of the law, it is most likely to show greatest defect during the last year of an administration. The year 1915 proved no exception to the tendency, for, what with the political demands of an election year, and, after the election, the certainty of loss of position, it was exceedingly difficult to keep the force of inspectors steadily at work, and even more difficult to maintain a quality of work that was in any way consistent with the purposes of the law. For example, the law prohibits the employment of children under 16 years of age in approximately 50 occupations involving elements of physical danger, but, since these prohibitions are necessarily stated in general terms and the names of the occupations are not standardized, the State does not live up to the law in protecting working children, unless its inspectors carefully analyze the processes in which they find children employed and interpret the general terms in order that the permit issuing officer may know whether or not the occupations described on the applications for a permit are among those which the law prohibits. If the State inspectors are unequal to this task, the matter is left too

largely to the employer and the children, as a consequence, suffer. The reports of the State Accident Commission, which have been available for one year only, but which will serve henceforth as an excellent check upon the adequacy of the Child Labor Law and the efficiency of its enforcement, show that at present the law forbidding certain occupations to children under 16 years is not sufficient to protect Maryland's wage-earning boys and girls from all danger.

The Bureau can only do its part in protecting the children in industry when it can secure, through its inspectors, an accurate description of the occupations which children perform and can thereby eliminate from the applications the general and misleading descriptions of the work which the child will be called upon to do. Until the Bureau can have this efficient inspection service there will always be danger of issuing a permit for "errand boy" when the work really involved is carrying goods from one floor to another on an elevator, the running of which is prohibited by law for boys under 18 years of age. Obviously, the responsibility for such a situation rests not only on the failure to provide for a chief inspector, but principally upon a system of providing for the administration of a law requiring technical interpretation based on a knowledge of occupational demands and on the ability for final discrimination by selection from party workers, whose claims for appointment rests on entirely different qualities.

The City of Baltimore is a territory not too large to be covered adequately and constantly by four able inspectors, especially during this fourth year of the present administration, when the community is familiar with the provisions of the law, when a good co-operation has been developed with most employers of child labor, and when respect for the law has been quite thoroughly established. And even if the number of children reported by the inspectors had equaled fully the number of permits issued, the inspectors haven't done more than to see each child but once in the course of the year at every position he has held. When we consider that the children regulated by the Child Labor Law are children of legal school age, we are forced to admit that even factory inspection which does come up in the course of the year

with every permit issued is a pathetic substitute for the child's right to a daily use of the public school system. Until the State has developed its social conscience and sense of justice to the point of securing to every child under 16 years within its border schooling, healthful recreation and freedom from wage-earning in profit-producing industry, it cannot hope for a future loyal citizenship from child workers, who some day will realize that the administration of the Child Labor Law was more a matter of jobs for faithful party workers than of the protection of exploited, wronged, helpless youth.

CANNERIES INSPECTED BY THE BUREAU'S INSPECTORS DURING 1915.

Location of Canneries.	Canneries Visited.							Listed, but not visited.
	Inspected.			Not Inspected.			Total.	
	Number.	Children at work.	Violations.	Employing no children.	Not in operation.	Out of business.		
Anne Arundel Co..	10	109	21	4	1	1	16	..
Baltimore City...	25	317	31	..	..	..	25	..
Baltimore Co.....	2	27	6	3	..	..	5	..
Caroline Co.....	58	720	93	..	3	1	62	2
Carroll Co.....	8	238	1	7	..	2	17	..
Cecil Co.....	8	64	1	..	2	1	11	..
Charles Co.....	2	5	..	2	..	..	4	..
Dorchester Co....	53	786	90	..	7	3	63	..
Frederick Co.....	4	46	2	..	..	..	4	..
Harford Co.....	57	384	27	8	36	4	105	12
Kent Co.....	9	77	8	..	6	1	16	..
Prince George Co..	2	10	6	..	1	..	3	..
Queen Anne Co...	9	133	6	..	5	..	14	..
St. Mary's Co.....	2	12	..	..	3	..	5	1
Somerset Co.....	26	182	46	3	7	7	43	..
Talbot Co.....	41	442	32	2	8	1	52	..
Wicomico Co.....	27	226	29	8	6	6	47	..
Worcester Co....	6	53	13	3	6	2	17	..
Total.....	349	3,831	412	40	91	29	517	15

NUMBER OF PERMITS ISSUED TO CHILDREN ENTERING FIFTEEN PRINCIPAL INDUSTRIES AND NUMBER OF CHILDREN FOUND AT WORK IN SUCH INDUSTRIES IN THE STATE OF MARYLAND DURING 1915.

Industry.	Baltimore City.		Counties.		Total.	
	Permits issued.	Children found at work.	Permits issued.	Children found at work.	Permits issued.	Children found at work.
Canning	1,619	391	2,279	3,523	3,898	3,914
Mercantile	2,136	716	219	105	2,355	821
Clothing mfg.	1,764	938	54	54	1,818	992
Textiles	428	74	152	213	580	287
Copper, tin and sheet-iron products	535	240	11	9	546	249
5 Industries:						
Number	6,482	2,359	2,715	3,904	9,197	6,263
Per cent	67.5	73.0	91.5	94.4	73.2	85.0
Confectionery mfg.	290	31	...	...	290	31
Offices	258	1	1	...	259	1
Printing	223	42	8	11	231	53
Wooden box mfg.	174	99	53	48	227	147
Telegraph and telephone service	192	67	11	9	203	76
Bottle stopper manufacturing	181	1	...	...	181	1
Glass	125	58	47	94	172	152
Paper boxes	164	82	3	...	167	82
Brooms, brushes, hair work	104	50	27	4	131	54
Artificial flowers and feathers	99	45	...	...	99	45
15 Industries:						
Number	8,292	2,835	2,865	4,070	11,157	6,905
Per cent	86.5	87.8	96.5	98.4	88.9	93.7
All others	1,289	392	101	65	1,390	457
Grand total	9,581	3,227	6,966	4,135	12,547	7,362

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PERMITS ISSUED BY THE BALTIMORE OFFICE OF THE BUREAU IN 1915, NUMBER OF CHILDREN FOUND AT WORK BY INSPECTORS, AND NUMBER OF PERMITS RETURNED BY CHILDREN WHO HAD LEFT JOBS.—ARRANGED BY INDUSTRIES.

PERMITS ISSUED.

Character of Employment.	General Permits. Original.			General Permits. Subsequent.			Grand total.	Vacation Permits. Original.			Vacation Permits. Subsequent.			Grand total.	General and Vacation Permits, Original and Subsequent.			Found at work by inspectors.	Permits Returned, Children Having Left. General.			Vacation.			Total.		
	M.	F	Total.	M	F	Total.		M	F.	Total	M.	F.	Total.		M.	F.	Total		M.	F.	Total.	M.	F.	Total.	M.	F	Grand total.
Mercantile:																											
Department and 5 and 10c. stores	214	258	472	200	188	388	860	57	92	159	21	40	61	220	502	578	1,080	500	281	286	567	17	33	50	298	319	617
Small retail stores	307	31	338	230	21	251	589	174	8	182	29	2	31	213	740	62	802	175	263	36	299	36	4	40	299	40	339
Wholesale mercantile establishments	108	1	109	116	3	119	228	22	..	22	4	..	4	26	250	4	254	41	88	2	90	6	..	6	94	2	96
Offices	119	6	125	99	4	103	228	24	3	27	3	..	3	30	245	13	258	1	88	2	90	6	..	6	94	2	96
Telegraph and telephone service	66	2	68	115	2	117	185	6	..	5	2	..	2	7	188	4	192	67	79	..	79	2	..	2	81	..	81
Manufacturers:																											
Clothing	193	503	696	202	723	925	1,621	34	71	105	12	26	38	143	441	1,323	1,764	938	202	564	766	6	38	44	210	600	810
Canned goods	41	28	69	91	65	156	225	386	368	754	314	326	640	1,394	832	787	1,619	391	112	101	213	314	321	635	426	422	848
Copper, tin and sheet-iron products	160	18	178	246	45	291	469	41	5	46	20	..	20	66	467	68	535	240	269	37	306	25	2	27	294	39	333
Textiles	83	110	193	105	76	181	374	20	24	44	4	6	10	54	212	216	428	74	87	66	153	7	4	11	94	70	164
Confectionery	31	78	109	40	105	145	254	8	13	21	5	10	15	36	84	206	290	31	38	122	160	3	6	9	41	128	169
Printing	80	8	88	98	16	113	201	21	1	22	..	..	..	22	199	24	223	42	90	8	98	1		1	91	8	99
Bottle stoppers	34	6	40	80	49	129	169	5	..	5	7	..	7	12	126	55	181	1	77	48	125	7	..	7	84	48	132
Wooden boxes	68	..	68	87	..	87	145	16	..	16	13	..	13	29	174	..	174	99	89	..	89	7	..	7	96	..	96
Paper boxes and bags	15	58	73	19	64	83	156	..	6	6	..	2	2	8	34	130	164	82	17	70	87	1	6	7	18	76	94
Glass	39	1	40	62	7	69	109	12	..	12	4	..	4	16	117	8	125	58	63	4	67	2	..	2	65	4	69
Brooms, brushes and hair work	33	7	40	46	7	53	93	5	2	7	2	2	4	11	86	18	104	50	38	13	51	1	1	2	39	14	53
Artificial flowers and feathers	2	49	51	2	38	40	91	1	4	5	..	3	3	8	5	94	99	45	4	64	68	..	1	1	4	65	69
Manufacturing chemists and food preparations	10	17	27	19	36	55	82	2	1	3	..	2	2	5	31	56	87	11	8	17	25	..	..	..	8	17	25
Furniture	31	..	31	57	..	57	88	5	..	5	..	..	..	5	93	..	93	32	38	..	38	1	..	1	39	..	39
Straw hats	15	17	32	27	32	59	91	1	..	1	..	..	..	1	43	49	92	57	31	45	76	..	..	..	31	45	76
Buttons and buckles	21	16	37	22	14	36	73	8	6	14	2	..	2	16	53	36	89	34	11	12	23	1	..	1	12	12	24
Bakery products	16	8	23	23	15	38	61	5		5	..	..	..	5	43	23	66	48	24	26	50	1	1	2	25	27	52
Foundry and machine-shop products	20	3	23	35	..	35	68	4	..	4	..	..	..	4	59	3	62	16	14	..	14	..	..	..	14	..	14
Boots, shoes, cut stock and findings	12	3	15	16	2	18	33	3		3	2	..	2	5	33	5	38	3	14	4	18	1	..	1	15	4	19
Gas and electric apparatus and supplies	18	..	18	14	3	17	35	2	..	2	..	..	..	2	34	3	37	6	19	1	18	..	..	..	17	1	18
Umbrellas	5	8	13	8	11	19	32	..	1	1	1	..	1	2	14	20	34	1	6	12	18	1	..	1	7	12	19
Cigars	3	5	8	6	18	24	32	..	..	..	..	..	..	..	9	23	32	50	2	11	11	..	..	..	1	10	11
Steel products	19	..	19	6	..	6	25	6	..	5	..	..	..	5	30	..	30	1	2	..	4	..	..	..	4	..	4
Cigar boxes	6	6	12	4	12	16	28	..	1	1	..	..	..	1	10	19	29	12	6	3	11	1	1	2	8	5	13
Mattresses, spring beds, screens and wire works	12	..	12	9	..	9	21	5	.	5	1	..	1	6	27	..	27	6	15	..	15	1	..	1	15	1	16
Pottery	9	2	11	7	1	8	19	3	..	3	1	..	1	4	20	3	23	10	10	1	11	1	..	1	11	1	12
Baskets and rattan and willow ware	10	..	10	11	..	11	21	1	..	1	.	..	..	1	22	..	22	15	17	..	17	..	..	..	17	..	17
Jewelry and silver and plated ware	7	..	7	11	..	11	18	2	.	2	.	..	..	2	20	..	20	5	10	..	10	..	..	..	10	..	10
Signs and advertising novelties	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Games and toys	4	2	6	11	..	11	17	2	..	2	.	..	..	2	17	2	19	6	5	2	7	2	..	2	7	2	9
Optical goods	8	..	8	8	1	9	17	1	..	1	.	..	..	1	17	1	18	4	19	..	10	..	..	..	10	..	10
Harness, leather goods, trunks, etc.	5	..	5	13	..	13	18	..	..	..	..	..	..	..	18	..	18	10	15	..	15	..	..	..	16	..	16
Pianos	12	..	12	3	..	3	15	1	..	1	1		1	2	17	..	17	3	6	..	6	..	..	.	6	..	6
Mechanical:																											
Places of amusement	10	..	10	9	..	9	19	54		54	8	..	8	62	81	.	81	6	15	..	15	8	..	8	23	..	23
Laundry	10	14	24	6	13	19	43	2		2	1	1	2	4	19	28	47	9	9	17	26	..	1	1	9	18	27
Transportation	19	..	19	22	.	22	41	4		4	1	..	1	5	46	..	46	15	12	.	12	1	..	1	13	..	13
Restaurant	14	7	21	7	6	12	33	3	1	4		..	.	4	24	13	37	..	11	4	15	1	1	2	12	5	17
Barber shop	11	.	11	6	..	6	17	11	..	11	4	..	4	15	32	..	32	16	7	..	7	3	..	3	10	..	10
Plumbing	17	..	17	8	.	8	25	5	..	5	2	..	2	7	32	..	32	6	10	..	10	..	..	..	10	..	10
Carpentry and contracting	12	..	12	7	..	7	19	..	.	..	..			..	19	..	19	..	17	..	15	..	..	..	15	..	15
Electrical contracting	7	..	7	10	.	10	17	1	..	1	..	..	..	1	18	..	18	1	8	..	10	..	..	..	10	..	10
Auto and motor cycle repair shop, garage	4	..	4	1	1	2	6	..	.	..	..	..	..	..	5	1	6	1	..	..	..	..	..	..	.	..	..
Cleaning, pressing, dyeing		..	..	..	..	.	..	..	.	..	..	..	..	..	..	..	..	..	..	.	.	..	..	..	..	..	..	..
Miscellaneous	38	13	51	48	6	54	105	7	3	10	2	1	3	13	95	23	118	9	35	4	39	2	1	3	37	5	42
	1,967	1,285	3,252	2,272	1,582	3,854	7,106	978	610	1,588	466	421	887	2,475	5,583	3,898	9,581	3,227	2,272	1,582	3,854	466	421	887	2,739	2,002	4,741

NUMBER OF PERMITS ISSUED TO CHILDREN IN MARYLAND AND NUMBER OF CHILDREN FOUND AT WORK BY THE BUREAU INSPECTORS DURING 1915.

Counties.	Permits Issued to Children Living in Specified Counties.				Child Labor Inspections.						Prosecutions.		
					Children Found at Work.			Number inspections.	Violations.				Convictions.
	General	Vac.	Street trades.	Total.	Total.	On permit.	Without permit.		Firms.	Children.	Number.	Children involved.	
Allegany	112	135	98	345	262	216	46	34	13	46	..	..	..
Anne Arundel	29	47	...	76	123	100	23	12	7	23	..	..	..
Baltimore City	2,894	1,389	2,248	6,531	3,227	3,008	219	614	168	223	5	12	..
Baltimore	341	154	...	495	108	98	8	15	3	8	1	6	1
Calvert	...	...	...	...	...	..	..	..	..	..	..	..	..
Caroline	1	511	...	512	727	628	99	65	35	99	2	24	..
Carroll	...	130	...	130	244	243	1	10	1	1	..	..	..
Cecil	16	3	...	19	75	66	9	18	9	9	..	..	..
Charles	...	...	...	...	5	5	..	2	..	..	..	..	..
Dorchester	29	430	...	459	838	724	114	113	54	115	..	..	..
Frederick	18	138	...	156	68	63	5	6	3	5	..	..	..
Garrett	...	...	...	...	...	..	..	..	..	..	..	..	..
Harford	5	173	...	178	388	362	26	58	13	28	2	13	2
Howard	20	28	...	48	23	22	1	2	1	1	..	..	..
Kent	...	63	...	63	83	71	12	12	8	12	..	..	..
Montgomery	...	...	...	...	...	..	..	..	..	..	..	..	..
Prince George	...	...	...	...	10	4	6	2	1	6	..	..	..
Queen Anne	...	28	...	28	134	127	7	10	3	7	..	..	..
St. Mary's	...	37	...	37	12	12	..	2	..	..	..	..	..
Somerset	16	251	...	267	194	139	55	36	26	55	2	20	2
Talbot	...	296	...	296	422	377	45	52	24	45	3	12	3
Washington	53	26	...	79	51	43	8	19	5	8	..	..	..
Wicomico	9	338	...	347	282	222	60	63	41	60	..	..	..
Worcester	2	84	...	86	74	44	30	23	11	30	..	..	..
Totals	3,545	4,261	2,346	10,152	7,350	6,574	776	1,168	426	781	15	87	8

CHILD LABOR INSPECTION ON THE EASTERN SHORE OF MARYLAND.

Mathilde L. Selig, Inspector.

In the summer and fall of 1915 an intensive study was made of the child labor employing industries which are located on the Eastern Shore of Maryland, in order to ascertain the nature of the occupations in which children were engaged and the extent to which their employers were complying with the Child Labor Law. While the Eastern Shore is looked upon largely as an agricultural section, the data procured by the survey of this territory shows a marked industrial activity as well.

Because of the adaptability of the soil in the production of fruits and vegetables and the abundance of sea food in the counties bordering on the Chesapeake Bay and its tributaries, the canning and packing of these products are extensively carried on, constituting the leading industry of the Eastern Shore. While there is scarcely a town, village or settlement of any size that does not boast of one or more canneries, and they are scattered throughout the peninsula, the canning industry is centered in Dorchester and Caroline counties.

Box and Basket Manufacture.

The shipping of fruits, vegetables and sea food in raw state or in cans has given rise to the manufacture of the necessary boxes, baskets, crates and packages of various kinds. Although this industry is, in most cases, conducted throughout the entire year, the rush season begins in early spring and extends into the summer months. It is at this time of the year that additional labor is engaged, including a number of boys and girls. The labor of the men in establishments of this class is confined to the preparation of lumber and veneer and in making the larger baskets and crates. Boys are engaged in making baskets, basket covers and trays, such as are used in the shipment of small fruits in crates, while women and girls are engaged in nailing baskets, usually the quart basket or cup, as it is called. When these

quart baskets are made in the homes, as many of them are, the employer furnishes the veneer cut in the required lengths, the form over which the baskets are made and the nails. The pay for this work, which is sent and collected, is from 60 to 80 cents per 1000 baskets. While the table shows that the number of children employed in this industry* is small, a great many more than this number were engaged during the summer. As the inspection occurred about the time of the opening of schools, most of the children had left the industry.

The question most frequently raised by employers in this industry was: "Why are boys under 14 years of age excluded from the work of nailing boxes or baskets, when they are employed in a room or shed remote from machinery of any kind?" It was most difficult to explain to their satisfaction that the law made no exception whatever in the exclusion of the labor of children under 14 years of age from manufacture. In fact, it was learned that some of the employers, either for this or for other reasons, had prevailed upon the physicians to issue permits to children over 12 and under 14 years of age to work in this capacity. A number of these permits were revoked.

Occasionally a boy under 16 years is still found working at a forbidden occupation, such as that of off-bearer of sawed strips at a circular or band saw which is operated by an adult.

CLOTHING.

The manufacture of clothing is carried on to some extent, particularly in Dorchester and Wicomico counties. In nearly every little town of any size in Wicomico county there is a little factory manufacturing shirts or overalls, usually contracting for Baltimore firms. Comparatively few children under 16 years of age were engaged in this work, and but few were operating. Most of these children were trimming and folding.

There were a few instances of overcrowding in these factories, the law's requirement of 500 cubic feet of space for each worker having been ignored. As the factory in small towns is usually a frame structure of one story, 50 or 60 feet long, 20 or 25 feet in width and 9 or 10 feet high, air space enough is furnished to accommodate from 20 to 22 workers

*See table, page 186.

under the law. However, when more people were employed the employers received most unfavorably the instructions of the inspector to increase the air space. It was explained that this might be done by raising the ceiling a foot or two, for in this manner the air space had been greatly increased in some factories as a result of similar instructions on occasion of previous inspections.

One factory was found in operation in a dwelling where about 8 or 10 persons were employed. The operators were at work in the kitchen, where the machines were installed, while the other employes were at work in the living-rooms on the first floor. This state of affairs had existed about four months at the time of the inspection, and the work was being supplied by a Baltimore firm whose representative, it was learned, had visited this establishment only a week prior to the visit of the inspector. The foundation for the erection of a factory building in the rear of the dwelling had been begun. For the most part the factories were in good condition, and not a few were managed entirely by women.

In some cases garments were sent to the homes to be made in whole or in part; sometimes only buttons were sewed on. In one instance the inspector learned a Baltimore firm shipped the cut garments to a distributing agent, who distributed the work to the houses of the workers, collected it on completion and shipped it back to the Baltimore house. No local factory was established in this case.

Mercantile.

The mercantile industry, here as elsewhere, employs children in the capacity of clerks occasionally, but usually they are errand boys, who for the most part are employed before and after school hours and on Saturdays during the school year and continuously during vacation. Often these boys are furnished with bicycles by the employer for the delivery of goods.

It has been most difficult to impress on these employers the necessity of having on file vacation employment certificates. They claim that it is entirely too much trouble for them, because nearly every week a different boy is engaged; if one boy fails to come, another is substituted. It was explained by the inspector that if all the employers complied with the

requirements of the law by requiring the boys to present the necessary certificates on entering the employment, the boy would be compelled to work at the establishment for which a permit had been issued. If he desired to work elsewhere, he would necessarily be compelled to secure a subsequent permit. It was found almost impossible to straighten out this tangle satisfactorily during the period of a short annual visit. In one town of some size, boys of 12 years of age were engaged in driving delivery wagons, to the consternation of drivers of motors and other vehicles. An effort was made to get in touch with employers of these boys and acquaint them with the provisions of the law fixing the age limit for such employment at 14 years.

Bakery Products.

But few children were engaged in this industry. In one bakery, however, the inspector found a machine in operation, which was used for the division of the loaves of bread. It was learned that this machine was frequently operated by boys under 16 years of age, and three boys had each lost a finger while so engaged. As the only forbidden machinery in connection with an establishment of this kind mentioned in the law is a dough brake or cracker machinery, the information was referred to the Bureau for consideration.

Printing.

Occasionally boys are found working in printing establishments, but usually they are over 16 years of age. Only 8 boys under this age were found at work, and they were, for most part, engaged as typesetters or errand boys. Only one boy was found operating a foot power press, and but one violation was noted of a boy operating an electrical power job press.

Several large textile mills manufacturing tapestries and portieres are operating in Cecil County, the only ones of this kind on the Eastern Shore, and employing but few children. Here are also to be found a large pulp mill and several paper mills, but no minors were employed. Comparatively few children were found engaged in the other industries.

Canning Industry.

Because of the widely different conditions existent in the two classes of establishments inspected under this head, it will be well to consider them separately as: 1. Fruit and vegetable canneries. 2. Sea food packing establishments.

Fruit and Vegetable Canneries.

Most of the canneries of Maryland are engaged in canning tomatoes only, while others handle peas, corn, beans, sweet potatoes, peaches and apples. During 1915 the canners suffered a shortage in the tomato crop, the supply being roughly estimated at from 40 to 60 per cent. of the normal yield. As the canners had on hand a large supply of cane which they desired to utilize, many of them supplemented the tomato pack with any available material, and because of this the season was extended beyond the average canning season of from six to ten weeks. The canneries were operated very irregularly, and, in some instances, were visited three or four times before they were found in operation. But little money was made by the cannery workers during the past season, and many workers reported that they had consumed more than their earnings during their sojourn in the country.

Factory Conditions.

A number of establishments show a marked improvement in general factory conditions. In many canneries the cement floors required by the health laws of the State have been provided, though in some cases the construction has been faulty, in that proper drainage is not provided. Water and tomato juice cover these floors, and in one cannery conditions were so bad that the workers in the skinning-room were obliged to secure boxes or packing cases to stand on while at work. Of course, the greatest problem in keeping the floors clean is during the canning of tomatoes. In handling the other vegetables and fruits, not a great deal of trouble is encountered. In canneries equipped with modern machinery, where the buckets filled with scalded or skinned tomatoes are carried along by means of a conveyor which passes down the middle of the skinning table, the floors are usually clean and dry. In other canneries, where the tomatoes are carried to and from the workers in pails or buckets, the floors are in com-

paratively good condition. But in those canneries where woven-wire baskets are in use the water and tomato juice are constantly dripping and the floors are always in a deplorable condition. Such conditions are not only detrimental to the health of the workers who are compelled to stand in this filth all day, but the floors become very slippery and have caused a number of falls to the men employed as carriers of tomatoes.

Workers are compelled by the State health laws to wear caps and oilcloth aprons while at work. One would think they would do this for their own protection without any legal regulation. On the approach of the child labor inspector both adults and child workers would often be seen running to the living quarters to secure the missing cap or apron. Some of the workers had newspapers or burlap bags tied around them.

Labor Supply.

Unless the supply is local, the labor is drawn from some other county on the Eastern Shore or from nearby cities. Usually, Polish labor is brought from Baltimore, Italian labor from Philadelphia and colored labor from the southern part of the peninsula. During the canning season this labor is housed in rude shacks, and in most cases the living conditions are anything but desirable. Some of the canners, however, have put forth some effort to improve these conditions.

One of the largest canneries on the Eastern Shore, which is in operation for about three or four weeks out of the year and is engaged in the preserving of fruit, has comfortable living quarters provided for its workers at no little expense. A substantial frame house is allotted each family or members of the family, and one hydrant is provided for every seven families. A man is employed to clear away all refuse from these dwellings. A physician is in constant attendance to look after the needs of these workers and the sanitary conditions of both factory and living quarters. A playground attendant is on hand to look after and amuse the children under legal working age, and at night stories are told to the enjoyment of the adults as well as the children.

At one tomato cannery a woman was chosen from the workers and placed in charge of the nursery, where some

means were provided for the amusement of the children while the parents were at work.

One of the pleasantest places visited presented ideal living conditions. This was a corn cannery located on the site of former camp-meeting grounds. A substantial frame shack was provided for each family, and the employer took great pride in pointing out the cleanliness of the shacks both as to exterior and interior, and stated that he, personally, made a daily inspection of these quarters and required them to be kept up to the mark. There was plenty of shade and a wonderfully clear spring supplied the water for the workers.

Children of the canning colony look forward to this trip to the country each summer as a vacation. If such conditions could be provided at all the canneries it would mean a great deal to the little lives spent in crowded tenements in the city.

A number of complaints were made by canners as to the difficulty of handling Polish labor. One canner who had employed Polish help in previous years had, in 1915, substituted colored help because he found it impossible to control foreign labor. The parents insisted on bringing into the workroom children under the legal working age, and as soon as the opportunity presented itself they were put to work at the skinning table in willful violation of the canner's orders. The employer's son had charge of the skinning-room, and he stated he was forced to keep a paddle just inside the door, and did not hesitate to use it on the offenders. In stubborn cases he resorted to the use of the hose and gave numerous unexpected shower baths to the unwelcome workers. Even these severe methods of enforcing discipline proved ineffective, and in half an hour, sometimes less, the offender was again at work. He further stated that he had experienced no trouble of this kind with the colored help.

Another canner based his objection to Polish help on the uncleanliness of the people, both in the factory and in the living quarters. He stated that he had employed a man during the canning season at $9 a week to remove the refuse and keep the exterior of the living quarters in a sanitary condition. The results were most unsatisfactory, and he declared his intention of substituting local white or colored labor another season.

On the other hand, little or no effort had been made by some of the canners to provide comfortable or sanitary living quarters for the workers or to improve the sanitary conditions of the factories. It is to be hoped that through some agency the interest of these canners will be aroused to keep in pace with their more progressive competitors.

Demand for Child Labor.

Because this work is not considered laborious, there is a great demand for child labor in this industry. It employs the bulk of child workers between 12 and 14 years of age and a large percentage of those between 14 and 16 years. The majority of children employed in the canning industry are engaged as skinners or peelers at piece rates, and usually assist the parents or older members of the family. Can boys, who are engaged in placing cans in chutes which conduct them to the filling machine or packing table, usually work in lofts above the processing rooms, and, owing to the intense heat and steam, the work is most unpleasant. They are paid from 10 to 15 cents an hour. In one factory two girls were engaged in this work, and the pay was 75 cents a day. In some of the less modernly equipped factories boys are engaged in pushing tomato skins out of the troughs under the skinning tables. They are known as skin-pushers. Cappers, either boys or girls, sit beside a conveyor and drop a little tin cap on each can as it passes to be soldered. Packers are engaged in filling the cans at the packing tables. Large girls are usually engaged to do this work, but occasionally boys are employed. Both packing and capping are done by machinery in the more modernly equipped canneries. Other children are engaged in various errand services about the factory. The pay for all occupations excepting that of preparers of fruit and vegetables is time work, and averages from 10 to 15 cents an hour. Occasionally children are paid by the day.

If the hours could be regulated and the factory conditions improved, the drain on the vitality of these child workers during the busy canning season would be greatly decreased. After working for a long stretch the workers, whether standing or sitting, often acquire a rocking movement to relieve

the strain on the body due to the long hours of employment, the speed and the monotony of the occupation.

During the first year of the administration of the present law fixing the 12-year age limit for cannery work, many canners predicted dire results for the industry in the State. These predictions were based on the supposition that they would be unable to secure adult laborers if the children were excluded from the industry. Now they are almost unanimous in the opinion that this law has done them a great good, for, without fear of arousing the displeasure of the parents, little children can at present be kept out of the cannery, where previously they had been a great nuisance by getting in the way of the workers and wasting a great deal of material through their childish and inexperienced efforts. Many canners do not hesitate to seek the assistance of the inspector in dealing with the troublesome parents who insist on bringing into the workroom children under the legal working age. Indeed, some canners, of their own accord, have fixed a 14-year age limit for the cannery workers, and a few have excluded all workers under 16, claiming that by excluding such workers waste of material is reduced from 10 to 25 per cent.

Sea Food Canneries.

This class of canneries includes crab and oyster-packing establishments. The usual season for the crab-packing industry is from May to September, while that for oyster packing begins in September and extends into March or April, depending upon weather conditions.

In the crab-packing establishments, usually a large percentage of the workers are children. The work, while decidedly unpleasant and monotonous, is not laborious. Women and the larger children pick the crabs, since great care must be taken in separating the flake from the small meat, while smaller children are set to work to crack the claws and pick out the meat, which later is put with the small meat. For this kind of work the pay usually averages 6 cents a pound for small meat picked and 7 cents for flakes. Active girls sometimes can pick from 15 to 18 pounds a day. Such men as are employed in these establishments usually engage in steaming the crabs as they are brought in by the

crabbers and in packing the meat in pails of various sizes in preparation for shipment to the markets. Boys and sometimes women are engaged in washing crab shells, for which they are paid from 20 to 25 cents per barrel. These are shipped to firms who put up deviled crabs.

In Somerset county this industry is centered in Crisfield, noted throughout the country for its sea food. In Dorchester county the industry is extensively carried on in Cambridge and Hoopers Island, and in lower Talbot county in the vicinity of St. Michael's and Tilghman's Island.

As these crab-packing establishments are usually built over the water, and are reached by walking out on a pier, during high tide this sometimes proves a difficult feat for the inspector. On one occasion the crabhouse could be reached only by means of a rowboat, as about eight feet of the pier was under water. The sanitary conditions of these establishments are, for the most part, satisfactory. After the day's work the floors are washed and lime dusted over to remove the odor of the crabs.

Because of its isolation, no thorough inspection of the crab packing-houses had previously been made at Hoopers Island. It was found that, although approximately 125 children under 16 years of age were engaged in this industry, no permits were filed with any of the employers, and children of all sizes and ages were engaged in this work. The reason for the existence of such conditions was traceable to the fact that the physician issuing permits for this section lives at Cambridge, 20 miles from the upper island and 30 miles from the middle island, where the establishments are located. Many of these people had no teams of any kind, and could not afford to pay the fare to Cambridge, $1.20 a round trip, entailing a cost of $2.40 for the applicant and parent to make the trip to secure a permit. As the physician at Cambridge explained that because of the great distance and the impassable condition of the roads in early spring, when this industry begins, he would be unable to take care of the work in this territory, the County Superintendent of Schools agreed to appoint a local physician in his place. For this position the Bureau was fortunate in securing the services of a physician interested in the welfare of the community and the local representative of the State Health Department, and it is to

be expected that the work in this section of the country will be satisfactorily cared for in the future.

Because of the great care and skill necessary in successfully shucking oysters, but few children are employed in the oyster-packing houses. The employers claim that the inexperienced hand stabs the oyster and renders it unfit for market. Occasionally a 14 or 15-year-old child, usually colored is found among the adult workers, and most of them average but four or five gallons of oysters a day. The pay is 20 cents a measure, holding about 8½ pints.

Those who are familiar with the oyster-packing industry well know how uninviting and uncomfortably gloomy these establishments usually are, because of poor lighting and heating. The floors are damp and cold, because but little heat it allowed for fear of spoiling the oysters. However, Cambridge can boast of a pioneer reformer who has removed existent evils in the working conditions of this class of establishments. This employer has accomplished wonderful results in the construction of a modern factory with the shucking-room on the second floor. Double rows of shucking tables are arranged to run the length of the room, accommodating 500 workers. An opening is made in the table at the place of each worker, into which the oyster shells are dropped and conducted by a chute to the floor below, where they are carted away. Running under the flooring at the feet of the workers are heating pipes serving a double purpose, as they supply the necessary heat to the workers and keep the floors dry and warm. A double row of windows which are ranged at either side at the top along the entire length of the building, supply the necessary light and ventilation. Furthermore, it was proposed to have every worker don a uniform during the hours of employment, and at the time of the visit of the inspector sample uniforms had just been received. No children under 16 years of age were employed in this establishment. We could better enjoy eating oysters if we knew that they were all supplied to us under such conditions and with no greater hardship on the part of the workers in this industry.

Violations.

Violations of the Child Labor Law in canneries or packing establishments sometimes occur through a misunderstand-

ing, but usually through negligence. In spite of the difficulties encountered, if the canner or packer attempts to have permits filed for all the children at work and excluding all others from partaking in the work, his efforts are usually crowned with success. It is a noticeable fact that the bad conditions are existent in the same establishments season after season.

One canner has arranged to badge all children entitled to work in his cannery. When the permit is filed in the office the child makes a deposit of 50 cents to insure the return of the badge, or as a prevention from lending it or giving it away. Record is made of the name of the child and the number of the badge, and as all children are required to wear these badges while at work, an unbadged child in the room is soon detected. Residing in the same county, though operating in a different county, is a canner who, it has been reported, has openly expressed his contempt for the law or any attempt at its enforcement. Whether or not this is true, the child labor conditions in this cannery are strongly indicative of this attitude on the part of the owner. When this cannery was visited last June, a number of children, some under 12 years of age, were engaged in the canning of peas, and no permits were filed. Various excuses were offered on this occasion, and no legal action was taken by the inspector, but a warning to better conditions was given, and it was thoroughly understood that a repetition of such violation would result in prosecution. In August, although the help brought from Baltimore had been on the premises three or four days, no attempt had been made to collect or file the permits for the workers under 16 years of age. The inspector found children from 7 years of age up, either husking corn or brushing the silk. The names of all children under 16 years of age were noted; those who had permits were sent to the shacks for them, and after checking up these permits it was found that 16 children were working in violation of the law. Of this number, 9 were under 12 years of age. Because of the warning given in June and of previous warnings on the part of the Bureau, the case was prosecuted. During the trial, which took place before a local Justice of the Peace, the canner admitted the conditions as testified to by the inspector, but claimed that this was the first run of corn, and he

had not had sufficient time to straighten out the matter of permits. Although the law plainly states that all permits must be on file before the child is allowed to enter the industry, this proved to be the weak point of the State's case, according to the judgment of the justice. He informed the inspector that action had been taken too hastily and sufficient time had not been given. When the inspector endeavored to ascertain just what was meant by "sufficient time," she was unable to have the question answered satisfactorily. It was explained that owing to the limited number of inspectors and the extensive territory to be covered, that conditions as found were supposed to be indicative of prevailing conditions in the factories, and that since the law had been actively enforced since its passage and its provisions were well known, the action taken could not be called unreasonable. During the rendering of the verdict the Justice remarked: "I have a brother in the canning business, and suppose you had caught him in such a position? You must give the employers more time in getting these matters adjusted. The accused is declared not guilty."

The dismissal of this case caused a great deal of comment, and a number of influential canners expressed their disapproval of the outcome because they expressed themselves as trying to live up to the requirements of the law or had already fulfilled the requirements, and they felt that no exceptions should be made, and that such a verdict was a reflection on all engaged in the industry. Several of them expressed surprise that the Bureau did not take the case to a higher court and make a test case of it on which to base such cases in the future.

During the progress of another trial the testimony showed that the physician issuing permits for this cannery had in 1914 arranged with the canner to issue permits on a certain day. Because the "physician had failed to take this precaution" in 1915, the children had been allowed to work during six runs, and no attempt had been made to secure permits. The verdict in this case was "guilty—sentence suspended"—because the canner had failed to provide permits only through "negligence, and not through willful violation."

Another prosecution was that of a crab-packing establishment. In 1914, while the inspector entered this establish-

ment at the front door, to his chagrin the children engaged in work made a hasty exit through a rear door and escaped in boats. The employer was plainly informed of his responsibilities in such a procedure, and he was urged to comply with the law in the future. In 1915 the names of the children at work were secured, 3 under legal working age and 5 between 12 and 16 years of age, for whom no permits were filed. A warrant was sworn out for the proprietors of the establishment. They pleaded guilty and a fine was imposed. Some weeks later the inspector, while passing, was hailed by one of the employers and was told that permits had been filed for every child at work, and that never again would he be "caught napping." An attitude of this kind cannot fail to be fully appreciated by the inspector, to whose lot falls the unpleasant duty of a prosecution.

Several magistrates in the counties greatly strengthened the work of the inspector by ably handling these cases. As is shown by the figures in the table of violations, out of the number of violations found, only 6 cases were prosecuted, involving 51 children. It can readily be understood that prosecution is resorted to only in extreme cases, and unless support is given by the local magistrates in prosecuting these cases of "habitual violators" the law will fall short of accomplishing its purpose.

As courtesy due to the proprietor, an inspector on entering an establishment immediately seeks out the person in charge; at the same time her eyes should be ever watchful of conditions. If the same courtesy is extended the inspector and a true condition of affairs shown, the results are usually satisfying to both parties concerned. One thing to be resented by the inspector is an attempt to assist children working illegally to make a hasty retreat. On approaching a particular cannery, a workman at the front door was seen to give the "high sign," and the children darted to the rear exit. Since it is the duty of the inspector to know conditions as they really are, and not as the employer would have them represented, the inspector ran to the rear door on the outside of the cannery in time to catch the yougsters tumbling forth, with bags tied around them, skinning knives still in their hands and greatly bespattered with tomato juice and skins. They admitted they had been working, and said they had met

with no opposition in their desire to do so. The parents of these children were sought out and their responsibilities in the matter explained. By this time the employer, greatly excited, appeared on the scene. Nothing uncomplimentary to the inspector remained unsaid. It was stated in no unmistakeable terms that the race to reach the escaping youngsters had been most undignified and unladylike. Needless to say, the inspector was more than recompensed for this loss of dignity by learning the methods employed at this particular cannery. An open defiance was made by the employer to the inspector to go ahead and prosecute, and he further stated that he could produce any number of witnesses to testify that the children were not working. It is admitted that the inspector did not see the children actually at work, but if circumstantial evidence counts, their appearances were most incriminating.

The only way to better the conditions in this territory is to bring about a closer co-operation between the employer and the Bureau. It would be well to have the employers appoint a committee to meet the officials of the Bureau and discuss the questions arising in the enforcement of the law. In this way both sides of the questions could be considered and satisfactory results obtained. Better work could be done if the territory were divided into districts, placing an inspector in charge to issue the permits as well as to inspect the establishments. In this way the difficulty of securing permits for cannery children could be overcome by arranging for them before the beginning of the canning season. The inspector could get in touch with the canner, learn the names of the children under 16 years of age and issue the necessary instructions in securing data for the issuance of the permits. Assistance could be given the parents in securing this data, and when arrangements were completed the physician could be on hand to make the necessary physical examination and have the permits issued.

During the inspection of the various industries an effort was made on the part of the inspector to visit the physicians issuing permits in the counties for the purpose of bringing about a closer co-operation between their work and the work of the Bureau. Questions relative to difficulties encountered were discussed and a willingness expressed to assist in the

work in any possible way. The difficulty of securing evidence of age was also taken up and the physicians were told that the Bureau would be glad to secure proof of age for applicants at any time if the cases were referred to the Baltimore office. The physicians were also urged to appeal to the Bureau at any time they were unable to cope with the situation, and all possible assistance was assured.

Inspection work in the counties has proven most difficult, and in some cases ineffective, because children in so many cases are not required to attend school. Inspectors are often criticised severely, though unjustly, for taking children from industry because they are under legal working age or cannot qualify educationally for a permit, and allowing them to run at large. Where there is no compulsory school attendance this is the only alternative. With the possible success of the Compulsory School Attendance Bill and the provision of a State fund to enable widowed mothers to give their children their rightful share of education, instead of requiring their help to support a family, we might hope for better results in the administration of the Child Labor Law during 1916.

FACTORY INSPECTION IN BALTIMORE CITY.

MARGARET ROSANUSKA.

In accordance with the factory inspection law providing for the licensing and inspection of "any loft, workshop or factory in any building whatsoever" in which are made "in whole or in part any articles of clothing, hats, gloves, furs, feathers, artificial flowers, purses, cigars or cigarettes," and "any room or apartment of any tenement or dwelling-house" in which are "manufactured in whole or in part, altered, repaired or finished any articles," the Bureau this year licensed, on new applications, 178 workshops and 328 homeworkers, and reinspected 857 licensed workshops and 277 licensed homeworkers, totaling 1640 inspections. At the same time that the factory inspections were made, the factory inspector made Child Labor inspections in practically all of the establishments and secured, as required by law, registration cards from all the plants employing 5 or more people. In addition to the inspections, 957 visits were made. In 413 cases the people had moved; in 215 they had gone out of business; in 124 the workrooms were closed, and the remaining 205 were special assignments, which included principally following up orders issued under the Factory Inspection Law and prosecutions of violations. Since the inspections and visits involved often two and sometimes three calls—with the exception of homeworkers, who were inspected not more than once—223 licensed workshops and 233 licensed homeworkers, or 456 of the 2096 licensed workrooms, were not reinspected. The table on the following page reflects the inspector's field of labor.

A special attempt was made to cover all of the large plants, in order to reach the largest number of workers affected by factory conditions. Of the smaller places, the two largest groups dealt with were the custom tailors and the altering and repairing shops.

The sanitary conditions in the large establishments were good, as might be expected, since the firms are located in practically new factories in the district burnt out by the fire of 1904, or in the two large industrial buildings—the "Bee

WORKROOMS LISTED WITH THE BUREAU IN 1915 IN ACCORDANCE WITH THE FACTORY INSPECTION LAW.

Industrial Nature of Places Listed.	Workshops in Which Were Employed 5 or More Persons.				Workshops in Which Were Employed Fewer Than 5 Persons.				Homeworkers.			
	New Inspections.	Reinspections.	Not Reinspected.	Total.	New Inspections.	Reinspections.	Not Reinspected.	Total.	New Inspections.	Reinspections.	Not Reinspected.	Total.
Manufacturers of men's, women's and children's ready-made clothing	34	129	6	169	9	28	10	47	..	..	..	..
Custom tailors	4	40	6	50	16	224	79	319	19	5	9	33
Contractors	50	137	25	212	16	70	33	119	..	..	..	..
Homeworkers—Woolen garments	..	..	..	..	..	..	..	..	198	224	128	550
Homeworkers—Cotton garments	..	..	..	..	..	..	..	..	75	36	81	192
Altering and repairing establishments	..	..	..	..	30	104	40	174	29	6	5	40
Manufacturers of coat pads	..	2	..	2	..	..	..	..	..	..	..	..
Manufacturers of furs	..	5	..	5	..	3	..	3	..	..	..	..
Manufacturers of artificial flowers and feathers	..	2	..	2	..	..	..	..	..	..	..	..
Manufacturers of men's straw hats	4	2	..	6	..	..	..	..	..	..	..	..
Manufacturers of men's felt hats	..	1	..	1	..	..	1	1	..	..	..	..
Renovaters of hats	1	1	..	2	..	5	..	5	..	..	..	..
Manufacturers of cloth caps	3	5	1	9	1	4	1	6	2	..	1	3
Manufacturers of cigars and cigarettes	7	21	1	29	3	74	20	97	5	6	9	20
Totals	103	345	39	487	75	512	184	771	328	277	233	838

Hive" and the Coca-Cola Building—or in the residential sections of the city. The sanitary conditions, on the other hand, of contractors' shops, usually located in old dwelling-houses which have been converted into workshops, were naturally not all that might be desired. Frequently minor defective sanitary conditions may be remedied, in a large measure, without resorting to prosecutions. For example, a contractor was found working seven persons in a room which was licensed for the employment of five. A needless clutter of tables and trunks increased the congestion and discomfort. Two other rooms, although licensed, were used as rubbish rooms instead of workrooms, in order to save fuel for heating. The contractor was requested to clean up these unused rooms and to transfer thereto some of his employes. Upon reinspection a few days later the rooms were found to be surprisingly clean and orderly. This method of persuasion consumes less time and causes less irritation than prosecution. Of course, in some cases prosecution is the only effective method of correction. Insanitary conditions of toilets and dangerously worn-out floors and stairs can be remedied only by a close co-operation with the departments charged with the enforcement of health and building laws. The law sets no definite standard for adequate light and ventilation. So long as a room contains 500 cubic feet of space per person, it may be in a dark basement, poorly ventilated, or it may be in a building especially built for workrooms with light and ventilation wholly adequate. In general, the regulations as specified on the license card issued by the Bureau and posted in the workrooms were adhered to by manufacturers, contractors and homeworkers.

In connection with the factory inspections, a study based on the registration cards secured from establishments employing five or more persons as well as on the lists of their outside workers, was made of the organization of the ready-made clothing industry in order to learn the relation of large establishments to small contractors and the relation of both to the amount and extent of home finishing. The registration cards show the average number of persons employed on the 15th day of the month, or the payday nearest the 15th, from May, 1914, through April, 1915, and the number of men, women, boys and girls employed on the day of reporting. All

the figures used in this report—with the exception of number of inspections and visits—are based on these registration cards.

The table on the next page shows the number of persons employed in the ready-made clothing trades of Baltimore City, grouped according to goods manufactured.

The manufacturers of ready-made garments may be divided into two main divisions:

I. Men's, Women's and Children's Woolen Garments.

II. Men's, Women's and Children's Cotton Garments.

I. Manufacture of Men's, Women's and Children's Woolen Garments.

The making of woolen garments falls into two subdivisions:

(1) Men's and boys' suits, pants and overcoats.
(2) Women's and children's skirts, suits and cloaks.

The largest manufacturers of men's and boys' woolen suits, pants and overcoats make nearly all the work in their own factories. Sometimes a certain amount of coats or vests or pants, machine and hand buttonholes and the finishing of coats and pants are the work of contractors and homeworkers. The extent to which coats and pants are given to homeworkers to be finished varied with the size of the factory and the policy of the manufacturer. For instance, one manufacturer employed 150 home finishers, the great majority being Italian women. This firm is the only one of all the establishments in Baltimore City that, in accordance with the law, ascertains that all outside work places to which its products are sent to be finished are licensed.

The smaller manufacturers of men's and boys' woolen garments, and, in particular, the pants' manufacturers, generally cut, trim, assort in lots and tie the work in bundles in their own establishments. The contractors and homeworkers relieve the manufacturers of the expense of maintaining an establishment and working organization and of supplying the necessary manufacturing equipment. The outside work-

NUMBER OF FIRMS ENGAGED IN THE READY-MADE CLOTHING TRADE IN BALTIMORE CITY, GROUPED ACCORDING TO GOODS MANUFACTURED.

Garments Manufactured.	Number of Manufacturers.	Average Number of Employees on Premises.	Contractors Employed by Manufacturers.					Homeworkers Employed by Manufacturers.		
			Number.	Contractors Employing Homeworkers						
				Number.	Homeworkers Employed.					
					Male.	Female.	Total.	Male.	Female.	Total.
Woolen Goods:										
Men's and boys' suits and overcoats	18	7,024	168	15	8	31	39	57	287	344
Men's and boys' pants	8	104	13	2	3	..	3	5	9	14
Women's and children's skirts, suits and cloaks	29	531	9	9	..	..	..	..	..	..
Cotton Goods:										
Men's and boys' shirts, overalls, pajamas and underwear	29	6,921	x62	8	..	..	..	..	212	212
Women's and children's waists, dresses, middy blouses, bungalow aprons and underwear	34	2,041	..	..	..	..	..	..	392	392
Totals	118	16,621	252	34	11	31	42	62	900	962
Per cent	...	...	...	...	26.19	73.81	100	6.45	93.55	100

x This number includes 8 institutions.

ers call for and return the work. Usually the contractors and the homeworkers pay the transportation charges if the goods are too heavy to carry. This is true of the large manufacturers as well as of the smaller ones.

Nearly all of the contractors and a large proportion of homeworkers licensed are employed by manufacturers and custom tailors of men's and boys' woolen suits, pants and overcoats.

A great deal of the finishing for pants' contractors is done by homeworkers, women, as a rule, not being employed in pants' contractors' shops. The Bureau's inspector frequently came upon unlicensed homeworkers working for contractors.

The bulk of the work in the manufacture of women's and children's woolen skirts, suits and cloaks is made in the establishments of the manufacturers—29 firms employing only a total of nine contractors. So far as the Bureau has been able to ascertain, no homeworkers are employed in this branch of the clothing industry.

II. Manufacture of Men's, Women's and Children's Cotton Garments.

The making of men's, women's and children's cotton garments also falls into two subdivisions:

(1) Men's and boys' shirts, overalls, pajamas and underwear.
(2) Women's and children's waists, dresses, middy blouses, bungalow aprons and underwear.

The majority of the 26 manufacturers of men's and boys' shirts, overalls, pajamas and underwear make practically all of the better grades of goods in their own factories, giving out the cheaper grades, to a greater or lesser degree, to be made in whole or in part by homeworkers. Of the 26 firms in this branch of the industry, 7 employed contractors. Among the total of 62 contractors thus employed, 8 were institutions making shirts for 3 out of the 7 firms. Two firms, according to the statement of homeworkers at the time of reinspection, have reduced the rates of pay for homework received in 1914. One manufacturer, employing 104

homeworkers on shirts, reduced the price 1c. on every dozen pairs of cuffs stitched to sleeves. The homeworkers claimed that the same work that paid from 6c. to 12½c. a dozen pairs in 1914 now pays from 5c. to 11½c. a dozen pairs. A representative of the manufacturer claimed that the work is different. Another manufacturer, employing 39 women on making pajama loops or frogs, according to his outside workers, cut the rate from 95c. to 85c., or 10c. on a double gross. In other words, the women are making 288 loops for 85c. Some of the women objected, but were informed that they would have to accept the new rate, or the loops would be made in New York City.

The manufacturers of men's and boys' shirts, overalls, pajamas and underwear in Baltimore City on the day of inspection employed 401 of the total of 601 children under 16 years of age found working in the ready-made clothing industry. Girls formed 86.03 per cent. of the total number of 401. The work of these girls consisted chiefly of trimming threads of garments or parts of garments in the same room with operators, or, as in case of one factory, in a room set aside especially for this phase of the work; of assorting, folding and stacking garments or parts of garments; of operating, and of miscellaneous occupations, such as examining, ripping, recutting, buttoning and lacing garments, putting in unsewed buttons in overalls, dampening down cuffs, winding bobbins for operators and running errands. Sometimes the girls carry from 2 to 9 dozen garments to a truck standing about 8 feet away or to a check table, which may be some distance away, holding the load while it is being checked. The work of the boys comprised, mainly, running errands, packing shirts and acting as spreader's helper. A spreader's helper may perform one of the following four processes: spreading out material on the tables for cutters, cutting rubber in required length for overall straps, notching overalls with a hand notcher and assorting backs and fronts of shirts.

Fifteen firms out of a total of 36 manufacturing women's and children's cotton apparel gave out home finishing. Two firms practically do only the cutting and assorting of the garments in their own establishments. The homeworkers call for and return the finished product, with the exception of pressing. One of these firms, employing 123 homeworkers,

required the women to buy the cotton from the manufacturer. The head of the establishment, when asked why he had most of his work made by homeworkers, answered: "Oh, that's easy! It's cheaper. I have no expense in the furnishing of workshops and supplying equipment." The other firm referred to employed 139 homeworkers.

To summarize, the study of the ready-made clothing industry in Baltimore City showed that contractors are employed principally by the manufacturers of men's and boys' woolen suits, pants and overcoats; that 815, or nearly 40 per cent., of all the establishments licensed were homeworkers; that the sanitary conditions in the workrooms of manufacturing establishments, located largely in comparatively new buildings, were good, and that, on the other hand, sanitary conditions in contractors' shops, located usually in inadequate old dwelling-houses, were not all that might be desired; and that minor defective sanitary conditions may be, in a large measure, remedied without resorting to prosecutions.

Regarding the employment of children under 16 years of age by the manufacturers of cigars and little cigars in Baltimore City, 3 firms employed 21 children found in this industry at the time of inspection. Twenty of these were girls employed by two manufacturers of little cigars. The work of these girls consisted principally of stacking and packing pasteboard packages of little cigars.

The general impression, however, that licking of cigar edges and biting off of cigar tips by cigar workers are relics of the past is a delusion. A few factories in Baltimore City still permit this practice. Not only has the inspector seen women licking the edges of cigars and biting off cigar tips, but she has seen them chewing these bitten-off pieces.

STRIKES

To have a year without strikes would be unusual, yet 1915 passed without any large or serious disturbances. The willingness of most large employers of labor to recognize shop committees has been the means of adjusting differences which would, otherwise, have resulted in serious strikes. This has been brought about by a better organization of the workers who can present their demands with a more solid front. The position of "shop committeeman" is not an enviable one, as he is the target from both sides. Some employers take occasion to make things unpleasant for him, especially if he is active in the interest of his fellow-workers. He is not only accused for the things he does, but is accused of doing things he does not; and is often "picked" to go at first opportunity. If he is not active, he is viewed with suspicion by his co-workers and is often accused of selling them out and playing into the hands of the employer.

Most strikes in Maryland occur in the clothing industry, and here we have three elements to deal with: the American Federation of Labor, the Amalgamated Clothing Workers of America and the Industrial Workers of the World. The American Federation of Labor is the most conservative of the three. It is much easier for the Bureau to mediate through them than the other two; it being possible to have a committee represent the strikers with full power to act, without the points involved being referred to the workers for ratification. The Amalgamated Clothing Workers of America will not give this power to any committee; every point agreed upon by them at a mediation conference is only tentative and must be ratified by all concerned. This very seriously handicaps a prompt settlement of strikes. The Industrial Workers of the World are in a class to themselves. The Bureau has never been able to find a head to them or any responsible party with whom to deal.

The Bureau entered into but four strikes in 1915 as follows: Burke, Fried & Company, clothing manufacturers; Miss Bettie Fuechsl, ladies' tailor; Fineman & Goldsmith,

clothing manufacturers, and the Dreadnaught Tire & Rubber Company, manufacturers of automobile tires.

BURKE, FRIED & COMPANY,

Clothing Manufacturers.

The cause of this walkout was due to the dismissal of one man, who was claimed by the firm to be inefficient. The employes did not approve of this action and refused to return to work until this man was reinstated. The State was called into the case, and on January 18, 1915, a joint conference was held in the Bureau between the employers and a committee of the employes. At this conferenc it was agreed that if the firm would take this man back that the employes would guarantee that they would not have to keep him more than 30 days, and probably not that, as they would secure work for him elsewhere. To this the employers agreed, leaving it to the Bureau to see that the proposal was carried out. All went back to work the next day. At the end of the 30 days the employers reported that the man was still at work, and apparently no effort being made to remove him. Under date of April 1 a letter was addressed to a representative of the employes calling his attention to the situation and urging immediate action. The case dragged, and it was not until June 19 that he finally tendered his resignation. The men involved in this strike numbered only about 15, and were the cutters and trimmers affiliated with the American Federation of Labor. The tailors, numbering about 75, who were members of the Amalgamated Clothing Workers of America, did not go out, but remained at work. No hardships resulted from this strike as it was of short duration and only a few families concerned.

MISS BETTIE FUECHSL,

Ladies' Tailor.

The first notice the Bureau had of this strike was through a circular distributed on the street, which read as follows:

AN APPEAL

TO THE PUBLIC.

We wish to inform you that we are on strike at Miss Bettie Fuechsl, 1101 North Charles street, for human existence, where 19 of the best Mechanics of the Ladies' Tailoring Trade of this city have been refused the following conditions, such as 54 hours per week and about 5 per cent. increase of their salaries, which we only can get about six months in the year, for these first-class mechanics of the Ladies' Tailoring Trade of this city, after getting what we want, our average salary is about $12 per week. Can we exist on such wages and be honest? Think of this and help us to get what we want. We are fair; be fair to us is all we ask. Take a hand and investigate.

Thanking you for this, we remain respectfully,

THE LADIES' GARMENT WORKERS OF THIS CITY,
LOCAL NO. 4.

Investigation showed that 19 men had left their positions. There were also employed by Miss Fuechsl about 50 women and girls, who remained at work, as they did not belong to any organization and were satisfied with existing conditions. Eleven strike-breakers were immediately brought from New York and put to work in the places of the men who had quit. This resulted in some assaults being made on the "scabs" as they are termed. One free-for-all fight occurred one afternoon in front of the Belvedere Hotel, just opposite the establishment of Miss Fuechsl, in which several men were badly shaken up. Seven of the strikers were arrested charged with assault and hustled off to the Central Police Station. Miss Fuechsl positively refused to grant any of their demands and declared that she would continue with the men from New York, who were giving satisfactory service. The strikers finally realized the folly of continuing to hold out and offered to go back to work under the old terms. Miss Fuechsl refused to consider the reinstatement of several of the men, who, she declared, had always been objectionable, but would give work to the others as fast as openings occurred.

The Bureau mediated back and forth and finally reduced the number to six who would not be taken back; the others would be allowed to go to work at once. To this last proposition which was final, so far as Miss Fuechsl was concerned, the strikers did not agree; they insisting that all would return or none. The Bureau dropped the case at this point

and was later informed that the men had secured work elsewhere.

FINEMAN & GOLDSMITH,

Men's Clothing Manufacturers.

In introducing the cause of the Fineman & Goldsmith strike we quote from a local labor paper under date of July 3, 1915, as follows:

AMALGAMATED FIGHTS BOSSES' ATTEMPT TO BREAK UNION.

A strike was declared against the firm of Fineman & Goldsmith, 318 West Baltimore street, last Wednesday by members of District Council No. 3, Amalgamated Clothiers of America. This firm has had a union shop for several years and employed all of their workers on the inside under full union conditions. Matters took a turn several weeks ago when Mr. Fineman, the senior member of the firm, complained that there was "too much unionism in the shop," and on the plea of hard times attempted to introduce piecework among his employes. The workers refused, and Mr. Fineman told them as there was not enough work that he could only employ them two days a week.

To this the employes did not object, and the agreement between the firm and the Board of Directors of the union was that all of his work was to be done on the premises.

Everything went along well until it was discovered that the firm was giving out work to non-union tailors—of course, at cheaper prices. A committee called on Mr. Fineman and asked him for an explanation as to why he was not keeping his agreement with the union. Mr. Fineman said that if they did not like it they could leave, and, of course, the members of the union employed by the firm immediately walked out. This occurred on June 23.

There are about 125 people on strike, and they declare they will stay out until their demands are granted, which are recognition of the union and restoration of former conditions as agreed upon between the organization and the firm.

After all had walked out the firm placed their work in outside contract shops and dismantled their own plant; later renting out the floors to other industries, declaring that in the future all the work would be done on the outside under contract. The object in continuing this strike was to force the employers to reopen their shops and reinstate all former employes. The factory was faithfully picketed for several weeks and the sympathies of the public were appealed to by sashes worn by the picketers, inscribed on the front "Strikers of Fineman & Goldsmith" and on the back

"Help Us Win." A few assaults occurred from time to time, but no serious damage was done. The firm agreed to give the work to their former employes if they would open outside shops and take it by contract, which they refused to accept.

The Bureau used every effort to bring about an amicable settlement of this strike, but to no avail. The pickets were finally withdrawn ad the strikers sought work elsewhere. Later investigations showed that some of the workers opened smaller shops and took work from the firm.

DREADNAUGHT TIRE & RUBBER CO.,

Manufacturers of Automobile Tires.

Making rubber tires for automobiles is a new industry in Baltimore, and all skilled men were brought here from other cities. Local labor was used only in the unskilled departments. After the rubber and canvas is prepared and cut into layers, it is passed to the tire-builders—every piece being numbered and in exact rotation as it is to be placed on the frame or stand as it is called where the tire is assembled. This operation is entirely by hand.

It was in this department of tire-builders that the trouble occurred, and the cause was undoubtedly due to the men organizing themselves into a union. A question of doubt entered into the case of the tire-builders as to whether it was a strike, a lockout, or both. There had recently been organized in Baltimore the "Rubber Tire-builders' Union No. 14828," composed solely of the employes of the Dreadnaught Tire & Rubber Co. It was not long before some of the men who were active in the organization were discharged; the president being the first. A few days later two others were called into the office and were told that their services were no longer needed; the company declaring that the men were unsatisfactory. The men insisted that they were dismissed because of their affiliations with the union. As soon as these last two men were told that they were no longer needed, they asked permission to go into the shop and confer with the workers about the matter. Permission was given and the men went outside the building for a consultation, which resulted in a protest being made against the dis-

charge of the men. While the meeting was being held outside, the company hastily prepared an agreement which was presented to the men to sign on their return to the shop. In this paper the men agreed to disregard the organization they had just formed, also the Federation of Labor; and they further agreed not to attend any meeting of the organization and would, as far as possible, protect the interests of the company.

The superintendent of the factory called the men together in the shop and presented the form for signature. He first read it to the workers as a whole and then asked all to come to the desk singly, read it carefully, and then sign or forfeit their jobs. Up to this time 37 men were employed in this department as tire-builders and 19 signed the agreement and returned to their stands.

At the time the Bureau investigated the case, which was about two weeks from the beginning of the trouble, 37 names were on the list. Eighteen new men had been assigned to stands who were not in the tire-building department. The Bureau made no headway in mediating the trouble, the employers claiming that their stands were all full and that the shop was operating under normal conditions. They said that the men were given the privilege of continuing to work, but refused it and others were assigned to their places. No demands had been made by members of the organization, but a rumor reached the ears of the company that the union would endeavor to control the apprenticeship in the shop, which meant that no Baltimore man should be taught tire-building and that no stand be given to a man who had not served at least one year of apprenticeship. It was shown by the organization that men were assigned to the work of tire-building after only six weeks of instruction. The union flatly denied that an effort would be made to control apprenticeship, as shown in the following letter on the subject, from the organization to the company:

Baltimore, Md., April 26, 1915.

Mr. Walter Swindell, Sr.,
President Dreadnaught Tire & Rubber Co.,
Baltimore, Md.

Dear Sir:

It was reported to us at our meeting on Saturday evening by a representative who called upon you at your office Saturday after-

noon that the cause of the trouble, according to the information received, was that the gentleman in charge of the plant had been informed that no Baltimore man should be taught the work of tire building, but that in the event of the desire of the company to teach new men, these men must be secured from out of town.

We respectfully submit that your information is incorrect. While some individual without responsibility or authority may have made so foolish a statement, it is a certainty that our organization has never taken such an untenable position, nor does it in the future propose so to do. We organized to benefit each other by association and co-operation.

We did hope to maintain conditions as they are. Our hope was for the increased prosperity of the business, that it might grow into the largest and most prosperous establishment of the kind in the United States.

On the contrary, sir, we were refused the right to work because we declined to sign a paper presented to us by your superintendent, Mr. Mauk, in which we took oath to sever all connection with the American Federation of Labor, to not attend any of the meetings of the organization, and to refuse to listen to any argument or talk bearing on the question of unionism.

We know you will agree with us that this demand was wholly un-American, in direct conflict with the spirit of fair dealing, and would have required a sacrifice of our manhood to accept.

We have set down the truth in this communication, and we appeal to your sense of justice, your widely-known reputation for fair dealing to your employes, to take up this matter and bring about an adjustment.

Very truly yours,

P. C. Eardly, President.

Jasper Pritchard, Secy. pro tem.

The Bureau was unsuccessful in adjusting the differences, and most of the men who originally left the factory sought employment in other cities, as no other similar place was open to them in Baltimore.

EFFORTS TO ESTABLISH A LABOR EXCHANGE.

Although the Bureau's organization and resources were under heavy burden to meet the administrative demands of the Child Labor and Factory Inspection Laws, yet an effort was made during a period of excessive unemployment to establish a Labor Exchange. An office was opened at the corner of Guilford avenue and Lexington street in June of 1915. An employment expert, Mr. W. B. Leiserson, was engaged to advise the Bureau as to the best methods of bringing the jobless man into touch with the manless job. Two of the reg-

ular inspectors were assigned to the work of registering applications and getting into touch with employers.

By the time the office had been opened 125 days two situations developed, either one of which would have rendered unadvisable the continuation of the experiment. In the first place, the increasing demand for labor from munition and general war supply factories all over the country reduced unemployment in the city to a minimum. In the second place, the brief experience proved that the office was not equipped with an organization equal to the work of building up a Labor Exchange. The work called for the continued service of a managing expert. The resources of the Bureau were not equal to such a demand. In view of these facts the recommendation of Mr. Leiserson to abandon the project was accepted, the exchange was closed and the inspectors reassigned to regular service work.

FINANCIAL STATEMENT

CHAPTER 365—ACTS OF 1902.

BUREAU OF STATISTICS AND INFORMATION.

RECEIPTS.

Balance January 1, 1915	$5,775.54	
Appropriation credited April 8, 1915	10,000.00	
Sale of Filing Cabinet	5.00	
Interest on Deposits	6.94	
Special Appropriation for Report	1,000.00	
		$16,787.48

DISBURSEMENTS.

Annual Report	$1,299.67	
County Inspection	297.95	
Free Employment Bureau	549.56	
Inspectors' Car Fare	81.96	
National Associations	23.75	
Office Fixtures	257.60	
Office Supplies	84.89	
Postage and Express	169.12	
Printing	187.32	
Publications	42.90	
Rent	960.00	
Salaries	7,705.00	
Strikes	4.00	
Sundries	195.50	
Telephones	122.23	
Travel	149.00	
Water, Ice and Towels	37.59	
Western Maryland Branch Office	80.68	
		12,248.72
Balance December 31, 1915		$4,538.76

CHAPTER 840—ACTS OF 1914.

CHILD LABOR LAW.

RECEIPTS.

Balance January 1, 1915	$6,200.22	
Appropriation credited June 1, 1915	17,000.00	
Sale of Filing Cabinet	5.00	
Interest on Deposits	6.96	
		$23,212.18

DISBURSEMENTS.

Badges (Newsboys)	$417.90	
County Inspections	952.68	
County Physicians	1,716.00	
Inspectors' Car Fare	81.97	
National Associations	54.09	
Office Fixtures	98.10	
Office Supplies	88.28	
Physicians' Supplies	18.25	
Postage and Express	169.13	
Printing	336.83	
Rent	660.00	
Salaries	11,965.20	
Sundries	146.25	
Telephones	122.17	
Water, Ice and Towels	36.61	
Western Maryland Branch Office	754.09	
		17,617.55
Balance December 31, 1915		$5,594.63